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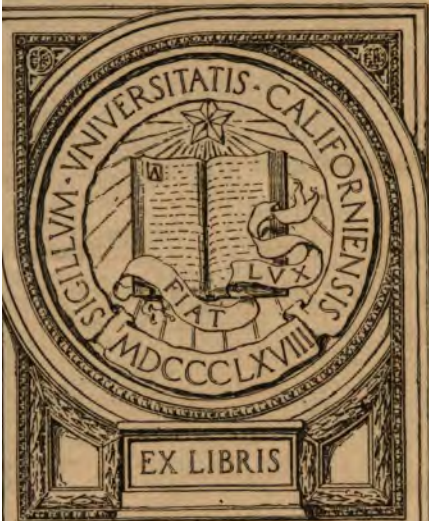
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# VOCATIONAL REHABILITATION OF DISABLED SOLDIERS AND SAILORS

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## LETTER FROM THE FEDERAL BOARD FOR VOCATIONAL EDUCATION

TRANSMITTING, IN RESPONSE TO A SENATE  
RESOLUTION OF JAN. 27, REPORT ON

A PRELIMINARY STUDY BY THE FEDERAL BOARD  
ENTITLED "VOCATIONAL REHABILITATION  
AND PLACEMENT OF DISABLED  
SOLDIERS AND SAILORS"



JANUARY 30, 1918.—Referred to the Committee on Education  
and Labor and ordered to be printed

GIVE

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DEPT.

65TH CONGRESS,  
2D SESSION.

**S. RES. 189.**

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**IN THE SENATE OF THE UNITED STATES.**

**JANUARY 28, 1918.**

Mr. SMITH of Georgia submitted the following resolution; which was considered and agreed to.

---

**RESOLUTION.**

1       *Resolved*, That the Federal Board for Vocational Edu-  
2 cation be directed to furnish to the Senate such information  
3 as it may have or can readily obtain on the rehabilitation  
4 and vocational reeducation of crippled soldiers and sailors.

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## LETTER OF TRANSMITTAL.

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FEDERAL BOARD FOR VOCATIONAL EDUCATION,  
OFFICE OF THE BOARD,  
*Washington, January 29, 1918.*

HON. THOMAS R. MARSHALL,  
*President United States Senate,*  
*Washington, D. C.*

SIR: The Federal Board for Vocational Education is in receipt of the following resolution of the Senate of January 28, 1918:

*Resolved, That the Federal Board for Vocational Education be directed to furnish to the Senate such information as it may have or can readily obtain on the rehabilitation and vocational reeducation of crippled soldiers and sailors.*

Pursuant thereto there is herewith transmitted a preliminary study by the Federal board entitled "Vocational Rehabilitation and Placement of Disabled Soldiers and Sailors."

Respectfully,

JAMES P. MUNROE,  
*Vice Chairman.*





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## FOREWORD.

This document is the outcome of a special research ordered by the Federal Board for Vocational Education on August 16, 1917. The board took this step because it recognized that the United States would soon be confronting the problem of rehabilitating the disabled soldiers and sailors resulting from the great war. As the vocational reeducation of these men has come to be a vital part of their rehabilitation, it is believed that the study here presented may be of service in the discharge of our great obligation as a people to those injured in the national defense.

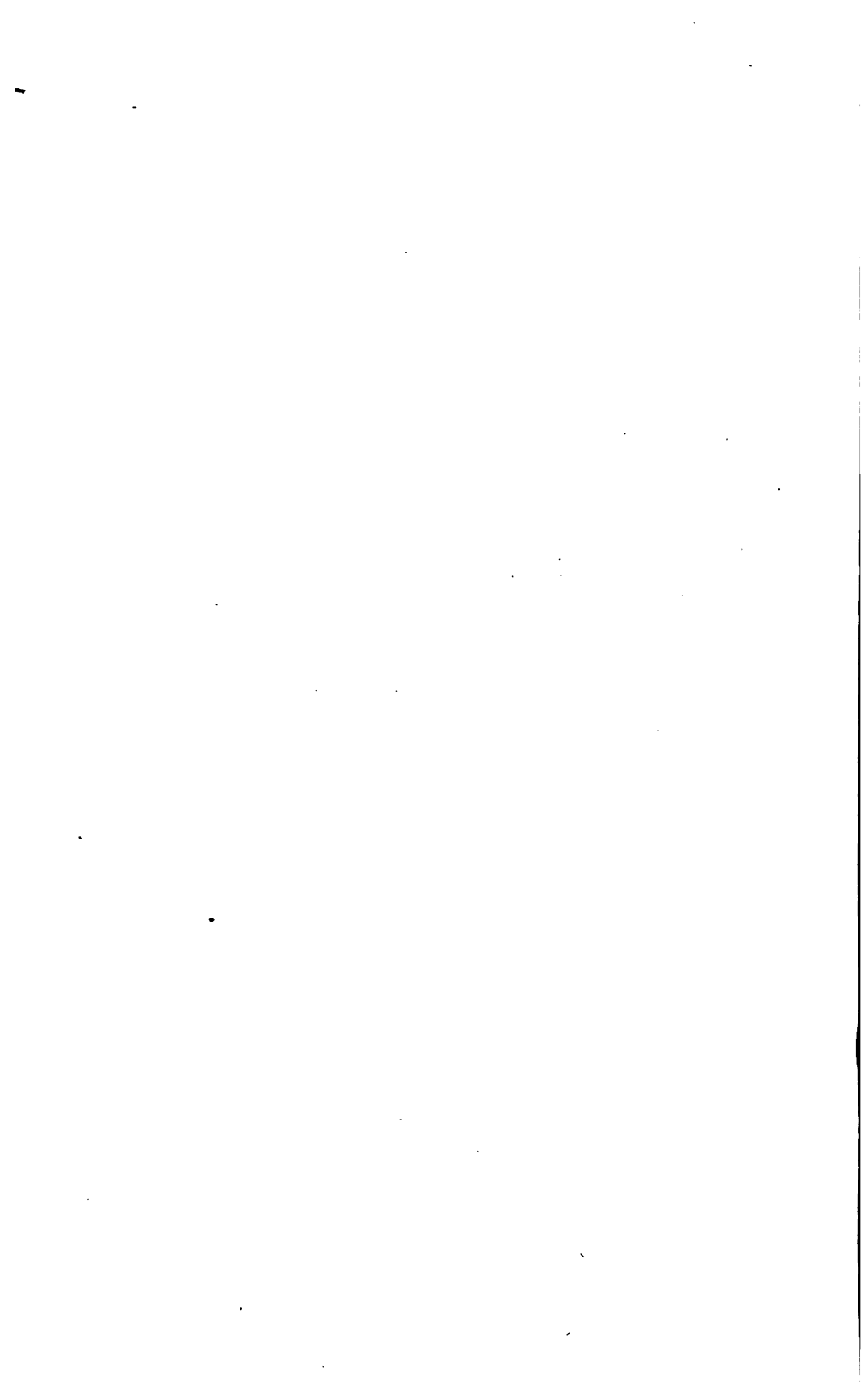
The experience of our allies in vocational rehabilitation has been collated and analyzed. The lessons gained by them are presented for the guidance of all those interested in the problem in our own country. Certain general principles and policies toward which this experience points have been put forth as the basis of any sound program of Federal legislation and national action.

While the report deals primarily with the handicapped soldier and sailor, attention is directed particularly to the discussion of the possibility of providing vocational reeducation for the victims of industry as well as of war.

The report also outlines a complete series of studies of the entire problem as the basis for future and more detailed investigations in this field.

This study was made by Dr. John Cummings under the supervision of Charles H. Winslow, assistant director for research. Acknowledgments for valuable suggestions are hereby made to T. B. Kidner, vocational secretary of the Canadian Military Hospitals Commission; Royal Meeker, Commission of Labor Statistics; and R. M. Little, chairman of the United States Employees Compensation Commission.

C. A. PROSSER, *Director.*



# VOCATIONAL REHABILITATION AND PLACEMENT OF DISABLED SOLDIERS AND SAILORS.

## PART I.

### GENERAL PRINCIPLES AND POLICIES.

Soon the United States will be facing the many problems involved in the rehabilitation, reeducation, and placement of soldiers and sailors disabled in the war. The first question is the size of the task in terms of numbers of handicapped men to be dealt with.

#### THE PROBLEM.

Any estimate of the number that will be returned disabled or that will require vocational reeducation must necessarily be based upon certain assumptions regarding the duration of the war, the number of men maintained at the front, and the proportion of casualties. These assumptions must be based upon the experience of the belligerents during the last three years.

There are at present approximately 13,000,000 wounded and crippled soldiers in the belligerent countries of Europe, including 3,000,000 cases of amputation. In Germany alone, it is reported, 500,000 men are under treatment in the hospitals, the number of leg amputations during 1916 being 16,000.

During the next few months the return of wounded, crippled, and invalided men from the over-seas forces of the United States will begin, and will continue thereafter for an indefinite period until the return of the over-seas forces after the termination of the war.

Without taking account of more remote contingencies, it seems not improbable, as statistics given in Part III show, that 100,000 disabled men will be returned during the first year of fighting and that at least 20,000 of these men will require total or partial vocational reeducation in order to overcome handicaps incurred in service.

A second year of fighting may add 40,000, a third 60,000 to the number requiring such reeducation, making a total for three years of fighting of 120,000. This assumes 1,000,000 men overseas the first year, and an increase of 1,000,000 men overseas in each succeeding year.

The figures given above may underestimate the development of the overseas forces, as well as the proportion of casualties in the closing stages of the war, when offensive strategy and tactics and fighting in the open to break through the German lines may succeed the trench warfare of the past two years.

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### THE NEED FOR VOCATIONAL EDUCATION FOR DISABLED SOLDIERS AND SAILORS.

Every one of the leading European countries engaged in the great war has already made provision for the vocational reeducation and placement of disabled soldiers and sailors. The consideration which moved England, Canada, France, Italy, Germany, and Austria to undertake this work is one which will appeal with even greater force to the people of this country.

Such training is required:

1. *To insure economic independence.*—Vocational reeducation will reestablish the disabled soldier or sailor as an independent, self-respecting economic unit. Any other policy will inevitably induce economic dependency with its inherent moral and social evils. For these men and for the community also, moral and social as well as economic well-being, is in a large measure, at stake.

It is to be noted that the age of the conscripted army (21 to 31 years) is such that the men are young enough to be susceptible to training, and that the benefits of such training will accrue during a period equivalent to the normal expectation of life for men in early manhood.

Recognizing the value of vocational training some of the men were taking such training when drafted. This interrupted training should be resumed.

2. *To avoid vocational degeneration.*—Experience has demonstrated that disabled men while under hospital treatment naturally tend in many instances to fall into a state of chronic dependence, characterized by loss of ambition. The difficulty of lifting them out of this well-recognized phase increases rapidly during the period immediately following convalescence. Initiation of vocational training at the earliest possible moment and persistent, systematic development of this training after convalescence will avoid this danger of vocational degeneration.

Once the men have fallen into this state of chronic dependence or have drifted back into industry without training, they can not be industrially recovered.

3. *To prevent exploitation.*—Without the protection of vocational reeducation, together with systematic reestablishment in wage-earning employment, the handicapped man will drift about in industry, an unskilled laborer and a subject for exploitation by the unscrupulous.

4. *To conserve trade skill.*—The policy of vocational rehabilitation is one of conservation. Disabled men skilled in specific trades will be, so far as possible, reestablished in those trades by vocational reeducation. Without such training acquired trade experience will in many cases be lost, and the ranks of skilled labor will be to that extent depleted. Incidentally, the drifting of handicapped men in any considerable number into unskilled employments will occasion demoralization and impair wage standards.

5. *To insure national rehabilitation.*—The European countries have found the conservation of trade skill and experience to be a factor of vital importance in national rehabilitation. In these countries the conduct of industries, commerce, and agriculture, even during the progress of the war, has become largely dependent upon the reestablishment in civil employment of men disabled for further military service.

It should be borne in mind that the disabled men are, in many cases, specially trained and skilled. If allowed, through lack of such reeducation as they require, to sink into the ranks of the unskilled, their places in the Nation's scheme of economic productivity can not be filled. No supply of skilled men is now, or will be after the war, available from other countries, since every country at war is experiencing and will continue to experience in the years following the war a great scarcity of skilled labor.

Vocational reeducation of men disabled for military service is, therefore, a means not only of conserving trade skill, but of conserving it in a time of national emergency and of preventing in some degree the scarcity of skilled labor that is certain to develop as the war progresses. The nation which does not conserve the vocational skill of its trained workers will to that extent weaken its recuperative and competitive power and to that extent will consequently fail to achieve the immediate national rehabilitation of its industrial, commercial, and agricultural power.

6. *To adjust supply of labor to demand.*—The return to civil employment of large numbers of men under the abnormal conditions of the period of demobilization will occasion far-reaching economic disturbance and maladjustment of labor supply to demand, unless that return is made under some comprehensive scheme of administration. Vocational reeducation will provide one means of so directing the return of men into civil employments as to occasion the least possible disturbance, and will go far to avoid impairment of established standards of living.

7. *To develop new vocational efficiency.*—In individual cases, undoubtedly, new vocational capacities will be developed in handicapped men by systematic vocational reeducation. In many cases the selection of wage-earning employments has been originally accidental, and without due regard to natural aptitude. Vocational rehabilitation, by training for new employments for which the men have natural aptitude, may develop entirely new vocational capacities, making the men even more efficient producers than they were before.

Vocational training has established its claim as a means of producing and increasing economic efficiency, and in the Smith-Hughes Act, among others, Congress has indorsed this sort of training by appropriating Federal money to its support in the public schools. Such training can not consistently be denied to the disabled soldier and sailor—whose need is special and peculiar on account of his handicap incurred in the public service—while extending it to all other workers having no special claim to Government favor. All workers may have their productive efficiency increased by vocational training, but in the case of the disabled soldier or sailor the need of such training is imperative and the obligation to give it is clear.

#### COST OF VOCATIONAL REEDUCATION.

The immediate expenditure involved in vocational training for disabled men will not be materially greater than that which would be involved in providing financial support without vocational training. Under any scheme the disabled men must be provided for during disability. In its initial stages vocational rehabilitation has a



#### **14 VOCATIONAL REHABILITATION OF DISABLED SOLDIERS AND SAILORS.**

recognized therapeutic value, tending to hasten convalescence. Established hospital practice as well as experience in England, France, Canada, and other belligerent countries has demonstrated this to be the fact. Convalescent hospitals must be in any event provided and equipped, and the additional expenditure required for vocational rehabilitation after convalescence will not materially increase the immediate burden of the war.

Vocational rehabilitation can not, in fact, be regarded as costing the community, except temporarily, anything whatever. The disability of the soldier or sailor is an economic handicap reducing productive power. Unless the men are vocationally reestablished, and to the extent that they are not completely reestablished, the economic loss to the community will be cumulative during a long period of years. Even a slight increase in vocational capacity, as a result of vocational training initiated during the period of convalescence and continued for a few weeks or months after convalescence, will result in an economic gain which, also, will be cumulative over a long period. This aggregate cumulative gain will certainly exceed any expenditures required for vocational rehabilitation.

If the only alternative policy to that of vocational rehabilitation be adopted, namely, the policy of providing financial support without vocational training, there is reason to believe, judging from the experience of previous wars in the United States, that the financial burden upon the community will not be materially diminished for many years.

The expenditure for vocational rehabilitation is necessarily continued over only a very brief period. Within a few months the disabled man will have been given all the special training that can advantageously be given to him. The current expenditure for vocational rehabilitation will therefore diminish rapidly during the months immediately following the war, and will largely terminate within one or two years. The cost of maintaining the disabled man and his dependents as wards for their natural lifetime would certainly far exceed that of vocational rehabilitation.

#### **PREPARATION FOR VICTIMS OF INDUSTRY AFTER THE WAR.**

One of the most important arguments for undertaking the vocational rehabilitation of disabled soldiers and sailors is that all the experience and all the special equipment required for emergency war work will be needed to provide for similar work in the vocational rehabilitation of men disabled in factories and workshops, of the victims of accident in all dangerous employments, and of the thousands of otherwise injured and crippled persons thrown upon the community each year. The number of such persons in normal times greatly exceeds the capacity thus far developed for their vocational rehabilitation, and it is certain that the experience gained in the war emergency, together with the special equipment and capital expenditure, can be utilized in industry after the war emergency is passed.

#### **SPECIFIC SERVICES TO BE RENDERED.**

The problem of vocational rehabilitation would seem to include the following services: (1) Registration of each man returned, including a description of his disability, or any condition which may

prevent him from earning full livelihood, and an estimate of the degree of his vocational incapacity, in his former occupation, if he can return to it, or, if not, in some other occupation; (2) provision for occupational exercises in hospital workshops during the period of convalescence; (3) provision for vocational reeducation of convalescents in cases requiring such training; (4) placement in a wage-earning occupation of men vocationally fit or rehabilitated; and (5) continuous registration and follow-up work, including maintenance of special wage agreements where efficiency has been reduced, and handicaps determined.

#### IMMEDIATE ACTION REQUIRED.

Efficient accomplishment of this program demands immediate action. Some of the preliminary steps that should be taken at once are: (1) Adequate provision for the financial support of a program of vocational reeducation for these men; (2) organization of agencies to secure from the start proper administrative control, flexibility, and cooperation; (3) survey of experience and achievement in this work in foreign countries; (4) survey and analysis of occupations and industrial processes with a view to classification in terms of handicaps; (5) survey of industrial establishments and other agencies of employment; (6) development of courses of instruction in different occupations for type handicaps; (7) training of teachers; (8) provision of suitable equipment; (9) devising of new methods of training; (10) adaptation of tools and of machine attachments for use by the handicapped; (11) development of an organization for placing trained men in wage-earning employments under fair conditions; (12) development of a scheme of registration and follow-up work, with reference to men placed.

The steps taken by Canada, as described in a recent report of the Canadian Military Hospitals Commission, furnishes an illuminating illustration of the kind and magnitude of the difficulties involved. (See Part II, pp. 31 to 64.)

#### PUBLIC SUPPORT.

Whatever private resources may be made available for vocational rehabilitation, the obligation is clearly upon the public to provide amply for this work. Every European nation has already recognized and has written this obligation into legislation. Some of the reasons follow;

1. The public, through the National Government, called these men into military service where they incurred injuries. The public is, therefore, under obligation to bring them back to civil life rehabilitated as far as possible, not only in body but in capacity to resume normal economic life.

2. Every sacrifice and loss sustained to save the institutions of the country imposes an obligation on the Nation which can be only partially discharged by providing vocational reeducation to the fullest possible extent.

3. Through the enactment by Congress of the war-risk insurance bill, as well as through the physical care of wounded soldiers by the hospital service of the Army and Navy, the National Government

clearly recognizes a responsibility to those wounded in its military service. The policy of supporting rehabilitation from public funds is consistent with these already established policies.

4. The disabled soldier and sailor of the present war has, by the legislation already enacted by Congress, been made a ward of the Nation, and the obligation to give him vocational training is certainly as great as in the case of other national wards, such as the Indian.

5. Through the Smith-Hughes Act, the Government has already recognized its obligation to give vocational training to the civilian youth of the country. Its obligation to give such training to the disabled soldier or sailor is much greater.

6. In the end the cost of the work, whether carried on by the public or by private funds, will be borne by the people. The burden is a democratic right, and it may safely be assumed that the people will demand as a privilege the opportunity directly to discharge their fundamental obligation.

It may be urged, however, (a) that large private foundations are or will be available for carrying on the vocational rehabilitation of disabled soldiers or sailors, that they will prove to be adequate, and that they should be fully utilized; (b) that if developed with private resources, an opportunity will be afforded for volunteer service and support, which otherwise would not be utilized; (c) that private agencies, being highly differentiated, can meet the diverse needs of individual cases more completely than can Government agencies; and (d) that by utilizing private resources the burden of taxation upon the community will be lessened.

Against the policy of devolving the work upon private resources the following contentions may be presented for consideration:

1. Private support would unavoidably stigmatize as charity the work of rehabilitating the disabled soldiers and sailors, a work obviously in no sense a charity, but clearly the partial discharge of an obligation resting upon the whole community.

2. The work of rehabilitation should not be regarded as voluntary, but should be accepted as obligatory upon the community, a service to be provided for out of taxation, forcing the unwilling, if there be any such, as well as the willing, to contribute.

3. Private agencies may prove inadequate and fail. No assurance whatever can be obtained in advance that they will prove to be adequate and successful.

4. Private resources almost certainly will not be available in different sections of the country in proportion to the local needs for rehabilitation. The disabled soldier or sailor should be returned as nearly as possible to his home community, and vocationally reestablished in that community. For any local inadequacy there would be no certain remedy in voluntarily contributed private resources.

5. Private philanthropy has no certain and continuous sources from which to derive funds. Neither has it any certain resources capable of responding adequately to meet the needs of a sudden emergency, such as may develop in the course of the war.

6. The history of such institutions as asylums for the deaf, the dumb, the blind, the crippled and deformed, show a general tendency to pass from private to public support.

7. Private support carries with it always some measure of private control, and such control may ultimately prove pernicious.

It is fully recognized, of course, that a large field is open for the voluntary cooperation of private with public agencies in providing for the welfare of disabled soldiers and sailors. Private resources can render service in making studies, in conducting experiments, and in preparing teachers. The faculties of endowed institutions may undertake to give training, under direction of the National Government, and such training may be in part paid for by the National Government. The services which may be assumed by private agencies are indicated in the account of the activities of such agencies in foreign countries. (See Part II.)

#### PUBLIC VERSUS PRIVATE CONTROL AND ADMINISTRATION.

The following arguments have been advanced in support of private control and administration. It is urged—

1. That private control would be free from the embarrassment of legislative definition of powers and functions, and free to adjust itself to needs as they develop, without waiting for enabling acts.

2. That private agencies could command the services of experts not available for public employment.

3. That private control is necessary to enlist private support, which will not be forthcoming if the enterprise be retained under exclusive public administration.

4. That private control will insure the cooperation of diverse agencies already in existence.

The principal arguments advanced in support of public control and administration are the following:

(1) The Federal Government has control of the disabled soldiers as they return from the war, and is, therefore, under the immediate necessity of providing for them.

(2) Experience has shown that disabled soldiers for the period of their rehabilitation should be returned, as far as possible, to their own communities. This geographical distribution can be most easily effected by the Federal Government.

(3) If it be assumed that military control is necessary (see section below) during the whole or any portion of the period of rehabilitation, the National Government alone can exercise such control.

(4) Since the question of public versus private control is intimately bound up with the question of public versus private support, any decision of Congress to support vocational rehabilitation with public funds implies public control of the work.

(5) It is inconceivable that any other than the Federal Government could undertake the work of training and supplying teachers to meet this necessity with the promptness which the emergency requires, and on a scale sufficiently comprehensive.

(6) The National Government is in a position to utilize agencies and equipment which private control can not command. Among these may be mentioned the land-grant colleges already cooperating with the National Government in the training of farmers, and forts, cantonments, and extensive open places already belonging to the National Government, readily convertible into sites for the training of large numbers of men. The National Government could not turn these resources over to the administration of private philanthropy.

## 18 VOCATIONAL REHABILITATION OF DISABLED SOLDIERS AND SAILORS.

(7) As regards placement, no agency other than the Federal Government can command the cooperation of every class in the fields of commerce, industry, and agriculture, including both employer and employee.

(8) Private control, or private support on any large scale for this work, involves an idea repugnant to the American mind—namely, that these soldiers are to be wards of charity rather than the recipients of their just dues from the Government.

(9) The Government, by every consideration of justice is bound to contribute to this work, and since it can not turn over its funds to private administration, it must assume control, at least in proportion to its financial support.

(10) Private control necessarily means private support, and since private support may prove inadequate and fail, private control is not feasible.

(11) As a direct result of national control of the work of rehabilitating crippled soldiers and sailors, experience of great value to the Government in connection with similar work for the victims of industry will be gained.

### MILITARY DISCIPLINE.

Wounded soldiers, being in an abnormal condition psychologically and physically, do not in every case realize the necessity for undergoing the immediate sacrifice involved in vocational training, and must therefore, for their own best interests, be induced to follow it. The maintenance of military discipline in the initial stages of this training would be one method of bringing needed pressure to bear. Release from such discipline should, however, in general be given at the earliest moment when it appears on special consideration of individual cases, that its further continuation is not essential to complete rehabilitation in civil employment.

At the same time it is to be borne in mind that the sudden release of men accustomed to military discipline from such control, might impose burdens of responsibility upon them at precisely that time when they would be unfit to bear them.

If the best interests of the community demand, for reasons noted, the Government will direct, guide, and control the work of rehabilitation for a considerable period, at least. Without such control it would be difficult for the Government to act effectively, as a sort of switchboard connecting the men with industrial life, having purview of all vocational opportunities throughout the country, and directing rehabilitated men into those employments for which there is the greatest need.

It is recognized that a large majority of these men have been drafted for the period of the war and that at the termination of the war they will, unless additional legislation is enacted, be free to leave the Army. For handicapped men who do so leave the Army it is clear that some provision for systematic vocational training by the Government must be made, and that vocational training at the expense of the Federal Government necessarily implies control during the period of such training.

Over crippled and disabled men, returned before the close of the war, the Government will still exercise control. These men,

at least, should be continued under Government control during physical rehabilitation. If they are not so retained the Government will be in the position of releasing upon the community handicapped men drafted for the period of the war without providing for their rehabilitation and readjustment to civil life.

As regards extension of military discipline the correct procedure would appear to be release from such discipline upon completion of convalescence and continuation of training under civil discipline. But this question is one of administrative policy rather than of legislation and may safely be left for determination by such executive board or authority as may be instituted to carry on the work.

The duration of the vocational courses will doubtless be short, varying from a few weeks or months to one or two years. Much of this training might well be on a part-time basis, the man being employed in an approved factory or shop and attending school under the continuation plan.

The point at which Government control should be discontinued must be determined individually and on the general principle that need for the control ends when the individual has been restored as nearly as possible to normal physical, mental, and vocational independence, and when provision has been made for his securing and holding a position. If not completely rehabilitated, adequate provision should be made for his further vocational training by some private enterprise.

#### NATIONAL VERSUS STATE ADMINISTRATION AND CONTROL.

Leaving for separate consideration the development of the underlying principles of cooperation between the Federal Government and the States, the broad question of National versus State administration and control may be briefly presented. To this general question the following considerations seem pertinent.

1. While these men have been drafted from the States in proportion to population, there is no reason to expect that they will be disabled in the same proportions. The burden for caring for these men should not be apportioned by the accidental incidence of war casualties, but should be assumed as a national burden and equitably distributed to the States through the National Government. Obviously those States which experience a relatively light burden of casualties should not be relieved of their fair share of taxation for the work of rehabilitation.

2. These men having been crippled in the national service, it becomes the duty of the National Government to supervise their vocational, just as it assumes the task of their physical, rehabilitation.

3. State control implies State responsibility for the rehabilitation of soldiers, and the National Government can not in the case of the States, any more than in the case of private agencies, divest itself of its definite responsibilities.

4. The Smith-Hughes and other acts furnish precedent for the Federal Government to contribute money and to fix standards for a national system of vocational education. It should be noted, however, that the scheme of apportionment of Federal money under the Smith-Hughes Act would not be equitable in the case of wounded soldiers for the reason that such wounded men will not be in proportion to the population of the States.

5. In the adjustment of rehabilitated men to industry it may develop that citizens of one State may be most advantageously placed in some other State. This redistribution can best be carried on by the National Government.

6. Experience shows that the obstacles in the way of getting uniform and adequate legislation from the 48 States severally are almost insuperable and are always sufficient to occasion great delays. Should vocational rehabilitation be put under State control, it is highly improbable that all of the States would provide for such control within a period of two to three years. Therefore, the period essential for rehabilitation, the period of convalescence, and that immediately following would have lapsed before adequate provision had been made.

7. The National Government has larger resources than any State government, and with regard to the particular resources needed for vocational rehabilitation it is already in position to cooperate with a vast number of agencies throughout the country.

8. Institutions of special character will be required for dealing with specific classes, and it might not be possible for a State having a comparatively small number of handicapped men to provide the special institutions necessary for their most advantageous training. The State with a small number of handicapped could not provide for these men special institutions and specially trained teachers for vocationally reeducating the blind, the one-legged, the one-armed, the men seeking rehabilitation in clerical pursuits, in agriculture, and in each of the separate trades.

Among the resources of the Federal Government which might be utilized for this work are the land-grant colleges, army posts, forts, and cantonments.

9. While there is no exact parallel in European Governments for the relationship existing between our National Government and the several States, nevertheless European experience in the present war indicates that this work of rehabilitation must be under national control, even when the work is done in cooperation with local governments, municipal or provincial, or with private agencies.

10. The pension acts and the war-risk insurance act furnish precedent for the Federal as against State control.

#### COOPERATION WITH THE STATES.

The question of cooperation between the National Government and the States does not involve the question of the cost of the work in so far as that cost is to be provided out of public funds, with the exception, however, that the centralized administration would naturally be expected to be cheaper than an administration divided among the several States. Whether the money is contributed in whole or in part by the State governments or by the National Government, it must be derived from taxation, and the amount raised will be determined by the work to be done and not by fiscal agents.

It is proposed that a census of institutions should immediately be undertaken by the Federal Board for Vocational Education, and that this census secure information concerning the number of institutions and the attitude of the State officials. The National Government is already taking an occupational census of the drafted men, and will be in possession of vocational information concerning them.

The numbers of those trained in the different vocations will therefore be known in advance of the return of the men.

Inasmuch as under the Smith-Hughes Act the States are rapidly developing vocational schools, it would seem wise economy to expand and adapt these schools in order to meet the new necessity as well as to create new schools specifically designed for the emergency and under direct national control. It is suggested that since to accomplish this it may be necessary for the States to modify and enlarge their vocational education facilities, the Smith-Hughes Act should be amended at the earliest moment to that end, in order that it may effect that end.

#### COOPERATION WITH PRIVATE AGENCIES.

The basis of cooperation with private agencies should be similar to that of cooperation with the States; namely, financial contribution or the extension of the resources available in private institutions for the effective carrying on of the work.

Cooperation with private agencies must always carry with it national control, and no cooperation involving the surrender of national supervision should be contemplated. Such control does not necessarily involve supervisory functions over the private institution, except as is necessarily involved in the control of the men detailed to such institutions during vocational rehabilitation.

The private agencies should be regarded as volunteers, and the Federal Government, whatever services it may accept, should not impose anything upon them. The national scheme should be sufficiently elastic to accept volunteer services whenever the national agency may determine that such services will be of value.

#### FINANCING THE WORK OF VOCATIONAL REHABILITATION.

Expenditures made specifically for vocational reeducation may for the most part be covered under the following general heads:

1. Cost of vocational workshops and equipment.
2. Salaries of vocational teachers, supervisors, and directors.
3. Support of the men and of their dependents during the period of their vocational training.

As a basis for immediate action some assumption must be made regarding the proportion of men requiring vocational training to the total number of men returned from overseas unfit for further military service. Such an assumption has been developed in estimating the number of men to be reeducated. (See Part III. The size of the problem.)

This proportion once determined may be taken as a constant factor, subject to revision in the light of actual developments. The uncertainty attaching to any estimate of the expenditures involved suggests the need of great flexibility in the development of the work. Some general fund should be made available under proper safeguards, to be drawn upon in such amounts as are required from time to time. This fund might be placed in the custody of the President or of some board created by Congress.

In preparing a budget of expenditures for vocational reeducation as a whole, a survey should be made of the equipment and service provided for vocational reeducation work in other belligerent countries. An effort should be made to determine so far as possible what



specific lines of vocational training should be provided for in advance; what methods should be adopted in procuring and training vocational experts as teachers; and what expenditures are required to provide suitable workshops and equipment. Such a survey should be begun immediately.

Prior to making such a survey, however, general principles of policy can be presented, and these general principles provide a clear basis for legislative action by Congress involving appropriation of Federal money to the support of vocational reeducation, and cooperation with such public agencies as States and municipalities, and with semipublic and private agencies.

#### APPROPRIATION BY THE FEDERAL GOVERNMENT.

(a) *Provision for preliminary survey work.*—Some provision must be made by Congress if funds are not available for this purpose under existing legislation, to cover the preliminary survey work, and the general organization and administration. This amount will not necessarily be very considerable, but should be entirely adequate, since undue economy in this preliminary work may mean ultimate waste of public money.

(b) *Provision for the conduct of vocational reeducation work.*—This appropriation, as has been indicated above, should create a fund sufficiently large to cover all possible eventualities of the war, and should make this fund available for expenditure as occasion for expenditure develops.

(c) *Provision for support of men and their dependents during the period of reeducation.*—For vocational training, in so far as it is conducted under discipline a simple provision would be continuation of military service pay, together with support of dependents during the period of training. Under this provision the men should be reenlisted in the service until completion of their vocational reeducation. This reenlistment need not involve extension of military discipline throughout the period of vocational training, but would insure the exercise of adequate control and discipline, civil or military, over the men.

#### APPROPRIATION BY THE STATES.

While the Federal Government can not fairly impose upon the several States the burden of providing vocational reeducation for the disabled soldiers and sailors who were drafted from that State, it is not improbable that some of the States will voluntarily undertake to assume a share of responsibility in this work.

Under these conditions the question arises as to how far the work may be paid for under joint Federal and State funds.

The general principle must be maintained that adequate provision must be made for the training of every man disabled in the military service requiring vocational reeducation.

A consistent policy would seem to involve a clear definition of responsibility, as between the States and the Federal Government, the field of the Federal Government being defined to embrace complete vocational reeducation and reestablishment of the men in civil employment. If in performing this service State services are accepted it would seem only equitable that the States rendering such service should be completely reimbursed for any expenditures made by them.

This policy will not exclude the States from cooperation with the Federal Government, but will, on the contrary, open wide the door to such cooperation.

This policy, further, by relieving the States of a specific financial burden, will leave them free to undertake other services in behalf of returned soldiers which can not be undertaken by the Federal Government, and it will insure an equitable distribution of the burden upon all the States.

#### APPROPRIATION BY MUNICIPALITIES.

In general the principles involved in cooperation between the Federal Government and the States are pertinent to cooperation with municipalities.

Municipalities cooperating in this work with the Federal Government should be entirely reimbursed by the Federal Government for any expenditures made specifically on account of the vocational reeducation of returned soldiers and sailors, and should thus be left free to undertake such other services in behalf of these men as they may elect to do.

#### CONTRIBUTIONS BY PRIVATE AND SEMIPUBLIC AGENCIES.

As regards private and semipublic agencies, such as the Red Cross, private foundations, individuals, corporations, trade-unions, fraternal organizations, farmers' unions and granges, hospitals, and schools, as in the case of States and municipalities, the general principle applies that the Federal Government can not in single cases divest itself of a responsibility which it recognizes in general as its own. It can not consistently be placed in the position of abandoning some men requiring vocational training to the financial support of private or semiprivate agencies, while providing Federal support in full for other cases.

In fulfilling its obligation to the disabled soldiers and sailors, however, the Federal Government is bound to accept every helpful cooperative service proffered by private agencies. It may be anticipated that cooperation on the part of private agencies will not consist chiefly, if in any degree, in rendering financial support. It might, indeed, be argued with considerable plausibility that only one consideration could justify acceptance of financial aid from private sources by the Federal Government, namely, that the Federal Government might be financially incapable of undertaking the whole support of the work under Federal appropriations. Such a presumption certainly will not be permitted by the American people.

Opportunity for service to returned soldiers and sailors is by no means restricted to vocational reeducation. This service is, in fact, a special one to be rendered to a comparatively few men. The whole field of social rehabilitation and readjustment of the disabled men returned, and, at the termination of the war, of the entire body of demobilized men returning home, is open to private and semipublic agencies, and it may safely be assumed that the needs, other than those for vocational reeducation, will be sufficient to absorb all available resources.

Foreign practice is not entirely consistent with this principle, but the present practice in the belligerent countries has been determined

under conditions of great emergency which have made difficult, if not impossible, the consistent development of any policy. It may be noted, further, that traditionally the practice of certain foreign countries is quite different from our own as regards cooperation between public and private agencies. In considering this cooperation the specific character of the several agencies established and the social policies under which they operate must be carefully taken into account.

#### NEED FOR TRAINING TEACHERS FOR REHABILITATION.<sup>1</sup>

The experience of the United States will probably correspond more closely to that of Canada than to that of the other belligerent countries.

Recent Canadian figures show that 10 per cent of the men sent overseas had been returned physically unfit for further military service, and that of these 30 per cent were in the hospital at the time of the report. The majority of these patients are convalescing, since men are not returned until their physical condition permits. On the basis of Canadian and of European experience, it would appear that the United States may fairly anticipate that per 1,000,000 men overseas 100,000 will be returned each year unfit for military service, and that the number of patients constantly in the hospitals will be from 30,000 to 50,000.

The value of occupational therapy in the convalescence of disabled soldiers has been demonstrated by the experience of foreign countries beyond any possible point of debate. The problem for this country is not whether the men shall be given occupational therapy and treated along the most progressive lines of medicine; it is rather the problem of ascertaining how best medical treatment and occupational therapy may contribute toward the ultimate goal of industrial rehabilitation.

The experience of foreign countries in rehabilitation emphasizes the necessity of the recognition of three fundamental principles—first, the value of practical occupation; second, the importance of trained teachers, and third, the urgency of immediate occupation in convalescence.

It is found that the men respond far better to work of a practical type in the curative workshops than to any of the trivial or time-passing occupations. The positive danger of the latter has been demonstrated in cases where the men have actually been turned away from productive occupations by following one of the "semi-trades" which are dependent upon charity or upon uncertain and fickle markets for support. In Germany there is no waste of time on useless occupations.

"To employ the invalid for any length of time on trivial work does not seem suitable. It is much better to employ him at gainful work as soon as possible and to arouse in him consciousness that he is still able to perform efficient work."<sup>2</sup> It is claimed that Germany uses 85 to 90 per cent of her wounded back of the lines, and that only a small proportion of the remainder are not completely self-supporting.

While the work is intended primarily to be curative for mind and body, experience has shown that many men who have acquired

<sup>1</sup> An exhaustive study of the problem of rehabilitation has been prepared by the Federal Board for Vocational Education and will appear in Bulletin No. 6.

<sup>2</sup> Dr. Tjoden in a lecture given in Bremen.

in the convalescent shops mechanical skill, ability to interpret blue prints, a knowledge of shop arithmetic and mechanical drawing, have actually increased their commercial value in life. In fact, European military hospitals have commenced serious vocational training in the hospital workshops. In this period vocational training is given to the men as therapeutic discipline and should be related as far as possible to their future occupation.

Occupational therapy can only be intrusted to those particularly trained for it. Work is prescribed for the patients by the doctors just as other prescriptions are given. In order to avoid harmful consequences, the work prescription should be carried out only by one trained to follow directions intelligently, able to understand and correct mental attitudes, trained to note fatigue, and competent to exercise certain muscles and joints. "French experience has established very clearly that the selection of the right type of teacher is vital to the success of any scheme of training \* \* \*. The ideal instructor must know his men as well as his trade. He must study their peculiarities and be able to vary his methods so as to get the best out of each man. The best possible men must be secured without regard to cost, and those who fail to develop the requisite qualities must be vigorously weeded out."<sup>1</sup>

The mental attitude of the disabled soldier is such that if a delay occurs before he is given an occupation he frequently becomes "institutionalized" and unable to adapt himself to the idea of productive work. Experience has amply proved that the ease with which men become adjusted and employable is in direct ratio to the promptness with which reeducation is begun.

"The question is desperately urgent. Habits of idleness are not easily shaken off, and if once these men are allowed to sink into despondency and apathy they will soon degenerate into chronic unemployables. \* \* \* Delay means wasted lives."<sup>1</sup> French figures show that only 5 per cent of the men took up training if it was delayed until after hospital discharge, whereas 80 per cent continued training if begun in the hospitals.

The necessity of providing teachers of occupational therapy is imperative. Canada provides four teachers for every hundred convalescing patients, and anticipates increasing the number of teachers per hundred patients.

On an estimate of four teachers for every hundred men this country will have to provide 1,200 trained occupational therapists for every million men overseas. There is at present a very limited number of competent occupational therapists, and far from adequate courses of training, equipment, and hospital facilities exist for training more.

In order to meet this emergency, the Federal Board for Vocational Education has made a special study of the problem of training teachers for the curative workshop, taking into consideration the cooperation which must exist between the medical authorities and the vocational officer in directing the patient from the earliest moment toward an occupation in which his handicap may be reduced to the minimum and his facility developed to the maximum. This study is based upon the probable numbers of teachers required,

<sup>1</sup> L. G. Brock, American Journal of Care for Cripples, vol. 4, no. 1.

special problems encountered in dealing with war invalids, necessary background to carry out the physician's instructions intelligently, and qualifications of instructors and courses of teacher training.

Upon discharge from the hospital, 80 per cent of the men, according to Canadian figures, are able to return to their former occupations. Ten per cent need complete vocational reeducation and 10 per cent partial vocational reeducation. The difficult problem of securing teachers for vocational education is only equaled by the scarcity of occupational therapists.

In addition to the requirements of the regular vocational instructor, the instructor of the disabled soldier must know those points of difference between his soldier pupils and the normal pupils to whom he is accustomed. The shop instructor, even more than the instructor of related or academic subjects, must be highly skilled in his trade for the reason that many of the men will have had experience in that trade, and unlike the raw youth in vocational classes, they will be critical, and unwilling to learn from one not markedly their superior. As a rule the boys of vocational education age are eager, quick, and teachable, whereas many of the returned soldiers, though young enough to have receptive minds, are of maturer age. The fact that they have been returned unfit for further military service indicates that in some way, either by lessened vitality or permanent handicap, they are below par. Moreover, the experience of war has been a mentally paralyzing experience, and the instructor must be patient and must understand his pupil. In addition to intelligent sympathy, the instructor must maintain regularity and meet the requirements of the vocational school, for vocational education leads directly to employability. The patients do not enter the vocational classes until the medical authorities have discharged them or else state that their physical condition will permit a regular course of study.

The best vocational instructors must be selected for training the disabled patients, not only because they require the best possible instruction, but because the problem of teaching them is particularly difficult and important.

#### NEED FOR EARLY ENACTMENT OF LEGISLATION.

The rehabilitation of disabled soldiers and sailors is a task so important, so large, so complicated, and, therefore, so difficult, that Congress should, at the earliest possible moment, provide by legislation a clear and definite plan for the organization, administration, and support of the work.

Although the United States has been at war more than half a year, no specific appropriation has yet been made by Congress for establishing and operating vocational training for men handicapped by war. Indeed, no such appropriation has been made even for the proper study and investigation of the many problems involved.

It is true that section 304 of the war-risk insurance bill (Public, No. 9, Sixty-fifth Congress—H. R. 5723), which became a law October 6, 1917, apparently places the work of rehabilitation, reeducation, and vocational training for disabled men in the hands of the Director of the Bureau of War-Risk Insurance, who, under the Treasury Department, has the duty and responsibility of administering the entire act.

# Section 304 reads as follows:

That in cases of dismemberment, of injuries to sight or hearing, and of other injuries commonly causing permanent disability, the injured person shall follow such course or courses of rehabilitation, reeducation, and vocational training as the United States may provide or procure to be provided. Should such course prevent the injured person from following substantially gainful occupation while taking same, a form of enlistment may be required which shall bring the injured person into the military or naval service. Such enlistment shall entitle the person to full pay as during the last month of his active service, and his family allowances and allotment as hereinbefore provided, in lieu of all other compensation for the time being.

In case of his willful failure properly to follow such course or so to enlist, payment of compensation shall be suspended until such willful failure ceases and no compensation shall be payable for the intervening period.

For reasons discussed below this section has remained inoperative. Indeed, the section is more a promise of what should be done than a workable program for the vocational rehabilitation and the return to civil employment of disabled soldiers and sailors.

Section 304 of the war-risk insurance act makes no appropriation to meet the expense of carrying on the course or courses for the rehabilitation and vocational training promised by that section. All the appropriations are for insurance, compensation, allowances, funeral expenses, and similar items; none are for rehabilitation, reeducation, and training. Without additional legislation Congress is placed in the position of having made a promise to enlist men without providing a dollar to carry it out. Outside of a small part of the \$100,000 appropriated for the administration of the war-risk insurance which might possibly be used for section 304 (though in what way is not clear), the section is meaningless for want of funds. This has doubtless caused a delay when every consideration demands immediate planning for action. Otherwise this great national duty and exigency will be left to private philanthropy and control, a procedure which has met with signal failure among the allies.

Section 304 is buried in an act, every one of whose other important sections deals with war-risk insurance. Admittedly it was inserted as a promise by Congress that the rehabilitation, reeducation, and vocational training of injured soldiers and sailors would be more definitely provided for at the ensuing session. Naturally, under these circumstances, this very difficult and highly specialized work is committed, under the general terms of the act to an organization and administration, which, while admirably adapted for war-risk insurance—for which it was primarily intended—is inadequate, so far as section 304 is concerned, for the proper care, education, and placement in industry of injured men.

Furthermore, very grave uncertainty exists from the legal standpoint as to duties, powers, and relationships between the Treasury and the War and Navy Departments in dealing with this problem of vocational rehabilitation. On the one hand, the War-Risk Insurance Bureau of the Treasury Department is charged with the duty of administering the compensation and annuities for disabled men, a task which involves, of course, dealing with them almost from the time they receive their injuries. On the other hand, the Surgeon

Generals' offices of the War and of the Navy Departments have traditionally dealt with the surgery, the medical care, and the functional rehabilitation of injured men.

While funds in the hands of the Secretary of War under liberal appropriations made by Congress have been appropriated for the hospital and medical care of wounded men, the use of these funds for vocational reeducation has not been specifically granted. Therefore, if these funds are so used it must be under the broad assumption either that vocational rehabilitation is a part of functional rehabilitation or that the wounded man is still enlisted and that this training is a part of his discipline as an enlisted man. There seems to have been no agreement up to this time at least between the Treasury Department, the War Department, and the Navy Department as to their respective authority and responsibility under existing legislation or as to how they can effectively cooperate. Under these circumstances, every consideration requires the early enactment of legislation designed to relieve present uncertainty and to provide ample funds for entering with certainty and speed upon the study, planning, and execution of a comprehensive scheme for the care, rehabilitation, and reemployment of the victims of this war.

#### CONFERENCE TO FORMULATE A COMPREHENSIVE PLAN OF REHABILITATION.

Because of the widespread interest and the uncertainty as to the final program which Congress will establish, different departments and branches of the Government, as well as private organizations, have been studying the problem and making tentative plans to meet it. To prevent confusion and the development of many separate and duplicating efforts the Surgeon General of the Army, at the suggestion of the Secretary of War, recently called together in conference representatives from the Departments of the Treasury, War, Navy, Interior, and Labor, the Federal Board for Vocational Education, the Public Health Service, the United States Employees' Compensation Commission, the Council of National Defense, the National Chamber of Commerce, the division for civilian relief of the Red Cross, the National Manufacturers' Association, and the American Federation of Labor to give full consideration to the problem and to formulate a definite and comprehensive plan which would provide a continuous process for the physical and mental restoration of disabled soldiers and sailors and their vocational rehabilitation and return to civil employment.

In order to be of the largest assistance, this conference terminated its labors by the adoption of a tentative bill embodying the principles and policies of which the conference approved. This measure was respectfully submitted, through the Surgeon General, to the Secretary of War for his consideration, with the recommendation that after it had passed through the hands of the solicitors of the departments concerned for the correction of such technical defects as the proper description of all the beneficiaries to be reached by the measure, the same should be presented to the Congress for its consideration.

## LEGISLATION MUST BE BROAD AND FLEXIBLE.

No more difficult problem was ever presented to a people than the sacred task of restoring the victims of this great conflict to normal life and happy, self-dependent employment.

It is not known how long the war will last; how many soldiers will be sent to Europe; how many will be injured; how many will die; how many will return totally disabled; how many will be subjects for vocational rehabilitation; what means of employment will be open and to what extent; what the character of injuries will be; what forms of employment will be advisable for men returning, as is usual, with a complication of disabilities; how they may be best trained; where and how they should be placed; what will be the economic conditions during and after the war; what Government and civic employments will be open; what cooperation can be secured from the States, employers, organizations of employers, private foundations, institutions, and philanthropic foundations; what will be the cost of carrying on the work; how this cost is to be distributed during the years the work is being carried on; and what social and economic adjustment must be faced.

Any legislation dealing with this question must be broad and flexible. Experience of foreign governments has shown not only that the support and control of rehabilitation must be in the hands of the National Government, but that the work itself must be done by a national board equipped with ample funds and having broad discretionary powers, designed to meet the rapidly changing conditions in the conduct of the war and to cover the growing experience of the country in dealing with the reeducation and placement of handicapped men.

This national board should be a board already in existence, designated because of its experience and facilities for the administration of vocational training and because of the representative character of its membership. If a new board should be created by Congress for the purpose, all existing facilities for the study and administration of vocational education now possessed by the National Government should be recognized and utilized so as to avoid confusion, overlap and duplication of effort, and needless expense.





## PART II.

### FOREIGN LEGISLATION AND EXPERIENCE.

#### COORDINATION AND CENTRALIZATION OF AUTHORITY.

In each of the belligerent countries experience has demonstrated that the process of returning men incapacitated for further military service to civil employment must be a continuous process, initiated in the hospital and continued without break through the various stages of convalescence, vocational reeducation, placement, and productive employment in the workshop.

Any break in this process may, in individual cases, mean failure and permanent dependency, and is certain to mean in general increased expenditure and effort. Once the disabled soldier or sailor has drifted into unskilled casual employment, or into a state of dependency, his economic rehabilitation becomes exceedingly difficult.

Each belligerent has accordingly made legislative provision which insures the immediate and direct return of invalided soldiers and sailors, either to their old employment, if they are capable of undertaking it, or to some new employment for which their handicap does not constitute a prohibitive bar. Under this legislation such vocational training in the old or in a new employment is given each man as he may require. This training is given in hospital workshops during convalescence, in classes and schools specially organized for disabled soldiers and sailors, in technical, trade and agricultural schools, and in factories and workshops under special agreements with employers.

A great variety of agencies, public and private, cooperate in this work of reestablishing men in civil employment under fair guarantees as regards wages, hours, and every condition of work.

During the first months of the war, however, each of these agencies worked more or less independently of the others, rendering such service in behalf of disabled men as it was capable of rendering in the face of the sudden emergency imposed by the war, and these early efforts were necessarily uncoordinated and disparate.

The development in each country during the war may be summed up in the words coordination of effort under a central agency of national administration embracing a great diversity of agencies and resources.

In England, for example, the agency of centralized authority is the special grants committee under the minister of pensions; in France, it is the "office national des mutilés et réformes de la guerre"; in Italy, the national committee for the protection and help of men invalided in the war; and in Canada, the military hospitals commission.

Under the general direction of these national agencies of control a great diversity of effort has been coordinated, and every available

resource, public and private, is effectively utilized in a general scheme of cooperation administratively financed by the central government, which also provides such funds as are required for maintenance of vocational training, and for support of the men and of their dependents during the period of their training.

In the following sections, based upon such official and unofficial sources of information as are available, brief accounts are given of the legislation which has been enacted in the several belligerent countries, and of the various agencies which have been developed and coordinated under this legislation.

## ENGLAND.

### NAVAL AND MILITARY WAR-PENSIONS ACT OF 1915.

The naval and military war pensions act of November, 1915, was passed by Parliament following recommendations by a committee under the chairmanship of Sir George Murray.

This committee, which had been previously appointed to investigate the best methods of caring for disabled men discharged from the army, had in its report recommended that the work of caring for such men be devolved upon a central authority.

In the war pensions act of 1915, "the State for the first time recognized its responsibility for the treatment and care of disabled soldiers after their discharge from the Army."<sup>1</sup> In England the royal patriotic fund corporation, dating back to the Crimean War, had administered in trust charitable funds for disabled soldiers, and soldiers' widows and orphans, but it seems to have become apparent, at the very outset of the present war in England, as in France, that private funds would prove inadequate for this work. The war pension act of 1915 recognized the necessity for State support in the discharge of an obligation resting clearly upon the whole community.

By the terms of the act the royal patriotic fund corporation was constituted a statutory committee consisting of 27 members. This committee was given authority "to make provision for the care of disabled officers and men after they have left the service, including provision for their health, training, and employment."

Vocational reeducation and placement of disabled men after discharge from the Army is thus generally specified as falling within the scope of the functions of the statutory committee, which is left entirely free to develop the work in its discretion and according to the resources available.

In the provisions of this act is found "the germ of the State system of training to enable those who have suffered directly through the war to resume their civil occupation." It was pointed out, however, that the duty of the committee "was not so much to supplant private institutions for the care and training of the disabled as to coordinate them, and only when necessary to supplement them," utilizing to the full all existing organizations of the State, such as, for example, "the education department, the health insurance commission, and the labor exchange." The statutory committee is described as "more a coordinate and advisory body than an administrative department."

<sup>1</sup> Capt. Basil Williams, Care of crippled and blinded soldiers in Great Britain; article in *Recalled to Life*, reprinted in *American Journal of Care for Cripples* of September, 1917, p. 97.

The central committee was instructed by the act to establish local committees, one from each county or county borough, and one for each borough and urban district of not less than 50,000 population, whose council so desired, and one for every other borough or urban district for which the statutory committee, on the application of the local council, considered it desirable that a separate local committee should be established.

These local committees were to perform their functions under schemes<sup>1</sup> to be adopted by, and so far as seemed advisable, devised by the local councils and approved by the statutory committee. Such schemes might in any given case provide for the division of a county into districts and the appointment of a subcommittee in each district. Thus considerable responsibility and discretion was to be delegated to the local committees.

The members of the central committee were appointed by the Crown, the royal patriotic fund corporation, the war office, the Admiralty, and other Government offices, and the Soldiers' and Sailors' Families' Association. The central committee itself was instructed to appoint a subcommittee, which should include in its membership representatives of employers and of labor, and local district committees might appoint similar subcommittees.

The central committee and the local committees were authorized to solicit and receive contributions from the public, and Parliament voted to the central committee £1,000,000. Funds subscribed locally might be expended by the local committee, which might refer individual cases to the central committee for assistance to be given out of funds at the disposal of this committee.

It was provided that administrative expenses of local committees and subcommittees shall be defrayed by the council of the county or borough.

The following brief account of developments under this act is taken largely from the article cited above by Capt. Basil Williams.

#### WORK OF THE STATUTORY COMMITTEE.

The statutory committee investigated the work being done by the education department, the board of trade's employment bureau, the health insurance commissions, the war office, and the Admiralty, and by a large number of voluntary private agencies, such as the Red Cross, and the St. John's ambulance societies.

It undertook to guide the extension of activities of these several agencies so as to provide needed services and avoid misdirection and waste of resources.

<sup>1</sup> The following outline of a scheme was submitted under the naval and military war pensions act by the statutory committee for adoption by local committees:

Scheme framed by the ——— County Council for the constitution of a local committee for the county of ———, excluding the royal parliamentary or police burghs of ———.

1. Constitution of local committee. Stated number to be women, representatives of labor, and members of the Soldiers' and Sailors' Families' Association, or the Soldiers' and Sailors' Help Society, or any other association doing work of this kind.

2. The members to be appointed by county council.

3. Term of office to be three years.

4. Regulation regarding absence of members.

5. Regulation regarding casual vacancies.

6. Settlement of differences to be by statutory committee.

7. Vacancies not to invalidate proceedings.

8. Chairman and vice chairman to be appointed by the committee.

9. Time and place of meetings to be held at stated intervals.

10. Procedure to be regulated by committee.

11. Duration of scheme to be in power of the council with consent of the statutory committee.

Schemes for boroughs have practically the same form.

It undertook also to encourage the institution of such new agencies as were required, "thence to evolve a coordinated system which would insure that every case of disablement should be able to obtain adequate treatment, training, and employment, if possible within convenient distance of a man's home."

The statutory committee had power to pay allowances to men during the period of their vocational training, and to pay fees charged for such training in institutions giving it, all this on the basis of consideration of individual cases.

The following extracts are from regulations and instructions published by the statutory committee:

#### TEMPORARY ALLOWANCE.

In the case of a soldier or sailor discharged as disabled in consequence of the present war, where the local committee are satisfied that the man is either entitled to a disability pension from the State or would be recommended for a special allowance of a continuing nature from the statutory committee, and where, in the opinion of the local special subcommittee, it would be advisable for such sailor or soldier to receive training in a technical institute, polytechnic or similar institution before using his earning capacity, the local committee may pay the fees charged in respect of such technical training to an institution maintained or aided by a local authority or other recognized place of training approved by the statutory committee for this purpose, and may make a temporary allowance to the disabled man during the period of his training sufficient to make up his income including State pension or State temporary allowance and other income (if any).

In the case of a single man to not exceeding 25s. a week.

In case of a married man living at home, to 25s. a week, together with 2s 6d. for each child.

Or, if more favorable to the man, a temporary allowance of a sum in addition to his income equivalent to the loss, owing to his entry into training, or actual earnings or earning capacity, assumed for the purpose of the State pension or any supplementary pension, whichever be greater. And where such training necessitates a married man or a single man with dependents living away from home, a temporary allowance sufficient to make up his income, including State pension or State temporary allowance and other income (if any), to not exceeding 25s. a week for the man himself, together with an amount for his wife or dependents (a) where such training commences before the State separation allowance ceases equal to such allowance including allotment, plus any supplementary separation allowance received by the wife or dependents under the Regulations or any Treasury grant; or (b) where such training commences after the cessation of the State separation allowance sufficient to make up for the loss owing to his entry into training, of actual earnings or earning capacity assumed for the purpose of the State pension or any supplementary pension, whichever be greater, less such amount as may be saved in respect of the man's keep. Any part of the allowance in such cases may, by arrangement with the man, be paid to his wife or dependents or to any hostel or institution where he is maintained.

*Provided*, That any wages paid to the man for service rendered during the regular hours of training or instruction shall be regarded as "other income" and deducted from the allowance otherwise payable under this regulation.

Any scheme for training must be sanctioned by the statutory committee before any allowance is made thereunder, and no allowance for training shall be paid to a man for more than 26 weeks without the like sanction.

\* \* \* \* \*

Local committees will, at the same time, recognize that there are other ways of assisting a case than by the grant or continuance of a supplementary pension or special allowance. \* \* \* In the case of disabled men special provision can be made under the act for their health, training, and employment.

\* \* \* \* \*

In cases where sailors or soldiers are discharged partially disabled, they receive pensions calculated on the proportion of the man's earning capacity which is assumed to have been destroyed. Earning capacity for this purpose is taken at the flat rate of 25s., and the weekly pension awarded is a proportion of 25s., according to the degree of incapacity. The same proportion is applied to the allowance of 2s. 6d. for each child.

It is recognized that the obligations of the community, to men whose health and earning powers have been impaired by their service, are not satisfied merely by the grant of pension but that they are entitled to such training or continued treatment as will restore to them, so far as possible, their normal health and earning powers.

It is hoped that men will be ready to take advantage of the arrangements made by local committees, with the approval of the statutory committee, for their training and treatment, but it is probable that it may be difficult, in many cases, particularly of men of mature age, to persuade them to do so. The aim of the statutory committee in framing regulation 12 has, therefore, been to provide for adequate financial assistance for those men who are willing to undergo training or treatment, and the alternatives in the regulation are inserted in order that in no case shall a man, while being trained or under treatment, be in a worse financial position than if he had remained at home.

In the case of a man who undergoes training, and is able to live at home during such training, subhead (a) authorizes the local committee to make up his income to not exceeding 25s. a week in the case of a single man, and to not exceeding 25s. plus 2s. 6d. a week for each child if he is married, or if more favorable to the man, they may grant him an allowance not exceeding—

(a) The amount of his earnings immediately prior to his training; or

(b) The amount which the State or the statutory committee assumed that he was capable of earning for the purpose of assessing State pension or supplementary pension, respectively.

The same provisions will apply to a single man without dependents whose training necessitates his living away from home, but a single man with dependents, or a married man may be granted, in such circumstances, a temporary allowance sufficient to make up his income, including State pension or temporary allowance and any other income, to not exceeding 25s. by way of maintenance for himself, together with—

(c) The amount of State separation allowance, allotment, and any supplementary separation allowance from the statutory committee or grant from the military service (civil liabilities) committee received by his wife or dependents during his service; or

(d) The amount of the loss owing to his entry into training as set out under (a) or (b) above less the amount of the saving resulting from his absence.

Provided, That an allowance on basis (c) must only be applied where a man enters upon his training before cessation of State separation allowance.

In April, 1917, the war pensions and statutory committee issued a circular of instruction declaring that when a local special sub-committee had decided that it would be advisable for a disabled soldier or sailor to undergo training or treatment, and the training or treatment can not be entered upon at once on account of want of accommodations in a suitable institution or for other exceptional circumstances, the local committee may apply regulation 12 giving temporary allowance on the same basis as for a man receiving training or treatment.<sup>1</sup>

#### HOSPITAL DISCHARGES.

A large proportion of the men discharged from the military hospitals are fit to resume their military service and return to the army. Statistics for one hospital covering discharges for one year showed that out of 1,350 orthopedic cases—that is to say, out of 1,350 cases involving "some form of disability"—997 were returned to the army, leaving only 353 cases discharged as permanently unfit for further military service. These latter cases come immediately under care of the local committees for further treatment, vocational training, and placement in a wage-earning employment.

An interval of three weeks intervenes between the time when the man's hospital treatment is regarded as complete and his discharge from the hospital.

<sup>1</sup> Circular No. 39, dated Apr. 28, 1917, entitled "Additional instruction to Part II, regulation 12."

In this interval the man is interviewed by a member of the local committee of the community in which the hospital is located, and all particulars of his case are taken down, including previous occupation and occupational preferences.

These particulars are forwarded to the local committee of the man's home community. It then becomes the duty of the home committee to take the initiative in providing for the man on his discharge from the hospital and return to his domicile.

In this three-weeks interval, also a "treatment card" is filled out by the medical officer in charge of the hospital, specifying further curative treatment recommended. This card is forwarded to the home local committee and a copy is given to the man himself.

#### PROVISION FOR REEDUCATION.

Every effort is made to inform the man—as, for example, by posters displayed in the hospital wards, stations, and public places—of opportunities open to him for securing further treatment, and vocational training.

At many of the orthopedic hospitals training classes for men under treatment have been established by technical institutes in such lines as typewriting, woodworking, leather embossing, metal lathe work, telegraphy, cinema operation, cobbling, painting, and gardening.

In other cases, classes are given in neighboring institutes in such lines as bakery and confectionery, electrical switchboard work, bootmaking and repairing, leather work, agriculture, and motor plowing, engineering, tinsmithing, and coppersmithing.

In some cases private employers offer to give disabled men an apprenticeship in their workshops.<sup>1</sup>

The ministry of munitions has opened its advanced courses in toolmaking, tool setting, gauge making, and other skilled work to qualified disabled men recommended by local committees.

In some cases men are placed on private farms for training, or entered in a course at an agricultural college.

#### MINISTRY-OF-PENSIONS ACT.

The general administration of this work has been modified by two acts passed since the war pensions act of 1915, namely, the ministry-of-pensions act of 1916, and the naval and military war-pensions act of 1917.

The act of 1916, establishing the ministry of pensions, brought the statutory committee and the local committees under control of the new minister of pensions, and provided that thereafter all the powers and duties of these committees should be exercised in accordance with the instructions of this official.

<sup>1</sup> The National Leather Goods Manufacturers' Association offered to train partly disabled men in light leather work. Messrs. Worrall & Co., of Birmingham, sent members of their staff to teach leather work to Englishmen in Switzerland.

Messrs. Abdulla & Co. (Ltd.) sent an instructor to the Shepherds Bush Orthopedic Hospital to teach the patients the art of rolling cigarettes.

An English firm is training disabled men to make parts of fire extinguishers.

A Scottish firm of manufacturers stated that they had openings in a beetling mill for men suffering of deafness.

NAVAL AND MILITARY WAR-PENSIONS ACT OF 1917.

On April 19, 1917, the secretary of the statutory committee wrote letters to the prime minister and to the minister of pensions, informing these officials that the statutory committee had come to the conclusion that in the public interest, and also in that of those for whose benefit the statutory committee was constituted, it was desirable that the committee's functions should be transferred to the minister of pensions. It was explained that after considering its present position, and since the ministry of pensions had been established, a resolution to the following effect was passed on the 19th of April:

That in the opinion of the statutory committee the time has arrived when their functions under the naval and military war pensions, etc., act, 1915, should, subject to the necessary modifications, be transferred to the minister of pensions.

The committee has done its best to carry out its functions under schemes instituted by it. Three hundred local committees have been established and they have done much work with regard to arrangements for the treatment, training, and employment of disabled men.

The formation of the ministry of pensions, placing the powers and duties of the committee under the minister of pensions, has altered its position. There is a cordial feeling between the committee and the ministry. It is thought to be impracticable, however, for the committee and the minister to deal with the same matters. It is considered that there should be undivided responsibility and that there should be only one central authority to which local committees should look for guidance and control. Legislation to that effect is urged. The experience gained by the members of the committee was freely placed at the disposal of the minister of pensions.

Commenting on this letter and its recommendations Cyril Jackson, in the War Pensions Gazette of June, 1917, made the following statements:

The statutory committee was a composite body including members of both Houses of Parliament, representatives of Government departments and of labor, women, and other persons closely associated with the voluntary agencies who had previously assisted the soldiers and sailors and their families. The special disablements subcommittee did much to prepare the ground and to solve the difficult problem of affording assistance to disabled men. They established advisory trade boards and wage boards. They organized the local committees upon whom the whole success of the act depended. On these committees a definite proportion were representatives of labor; of the old voluntary associations and women, usually one-fifth for each class. It was their duty to prepare the schemes and to appoint the actual personnel.

The local committees have proved themselves effective. The general lines of training and treatment of the disabled men are such that they will form a solid foundation for any work in the future.

In accordance with these recommendations, the naval and military war-pensions act, passed August 21, 1917, dissolved the statutory committee and transferred its powers and functions with regard to the training of soldiers and sailors to the minister of pen-



sions, who was instructed to constitute a committee of not more than 12 members, to be known as the special grants committee, with the duty of assisting him in performing the duties imposed upon him by the act. It was provided in the act, however, that nothing therein should affect any scheme, regulation, order or grant made by the statutory committee, but that all such schemes, regulations, and orders should, until altered or revoked by the minister of pensions or by the special grants committee, with the approval of the minister of pensions, continue in force, the ministry or the special grants committee being substituted in each instance for the statutory committee.

#### REGULATIONS FOR TRAINING DISABLED MEN.

The minister of pensions has issued a pamphlet entitled "Instructions and Notes on the Treatment and Training of Disabled Men, 1917." This pamphlet deals with the medical treatment as well as with the training of men. Some provisions relating to training are given below:

SEC. 19. Training shall include any form of training (other than orthopedic manual training \* \* \*) the conditions of which may be approved by the minister of pensions.

SEC. 20. The following forms of training are approved:

(1) Training in any agricultural college, farm colony, or other institution established by the Board of Agriculture and Fisheries.

(2) Training for individual men (not exceeding five at any time in any single industry) in any workshop or factory subject to the general conditions laid down in schedule 4 (see below), or such conditions as may hereafter be approved.

(3) Training given in accordance with any scheme approved by the war pensions statutory committee before the issue of these instructions.

SEC. 23. Training shall not conflict with interest of employers and employed in any trade. The minister of pensions, after consultation with minister of labor, may issue instructions as to conditions to be observed.

SEC. 25. The local committee shall decide as to the training to be offered to and provided for disabled men, and in so deciding the local committee shall consider in addition to the man's own choice of occupation—

(a) His previous occupation.

(b) The suitability of the occupation to the man's age, disability, and physical condition.

(c) The recommendation, if any, as to training, which may be indicated on the notification of award of pension or in any report of a hospital visitor.

(d) The opportunities for reaching a permanent livelihood in the occupation.

SEC. 28. The local committee, if satisfied that man is not taking full advantage of training, may stop training and payment of allowance.

Schedule 3 of the pamphlet specified conditions under which training may be given in technical or other institutions. Such training, at the expense of the minister of pensions, must be approved by local education authority; only ordinary fees may be paid for regular courses; and for special courses instituted for disabled men fees representing only additional expenses necessitated by the institution, not exceeding 7s. 6d. per head per week, may be paid. It is further specified that the joint committee and trade associations must be consulted; that reasonable certainty of employment must be assured; that the period of training shall not exceed six months, unless conditions of trade, etc., satisfy the minister of pensions that a longer period is necessary. Finally it is provided that maimed men shall not be required to live away from home, except with the sanction of the minister of pensions, and that in such cases there must be

reasonable certainty that a position will be secured at the home town, or that the man will be willing to move to a place where a position may be secured.

Schedule 4 relates to training in workshops or factories of private employers or public companies. It is specified that employers must give definite instruction to the men, and make reports on progress; that adequate training must be given, together with promise of permanent employment and fair wages; that the employers must teach the man enough to insure his employment; that no fees shall be paid without the sanction of the minister of pensions; that the local committee shall have the right of withdrawal; that the employer shall pay wages equal to the net value of the work done by the man in training, and that the allowance to the man from the committee shall be reduced by this amount; that the scheme shall be approved by the local trade association; and that the period of training shall not exceed four months unless conditions satisfy the minister of pensions that a longer period is necessary.

The pamphlet states that each local committee must feel responsible for all men in its district—not alone for those who present themselves to the committee. The local committee is furnished with information by the military hospital from which the man is discharged, the minister of pensions granting pension or gratuity, the military hospital white card indicating treatment when necessary, and the hospital visitor reporting on the man's suitability for training.

#### EMPLOYMENT.

Employment of men released from military service is under the direction of the special grants committee of the ministry of pensions working in close collaboration with the employment department of the ministry of labor.

England anticipated difficulty with the labor unions. The unions have fought for 50 years for the minimum wage and other rights. After the first patriotic impulse had worn away, and the liquidation of labor began, labor unrest became apparent, in consequence of changed conditions, involving long hours, increased wages, and profit making by employers. It became necessary to pass the first munitions act, and it has since been necessary for the Government to regulate wages. The unions have given up many of their rights on the condition that they be returned at the close of the war. The employing of the disabled soldier adds to the complications and calls for careful wage adjustment.

#### TRADE ADVISORY COMMITTEES.

In order intelligently to achieve the return of disabled soldiers and sailors to civil employment and with the least possible friction between capital and labor, trade advisory committees have been formed in the different trades for regulating the training and employing of such men.

The trade advisory committee is expected to give advice with reference to character and duration of training, and the number of men to be trained in the particular trade.<sup>1</sup>

<sup>1</sup> Trade advisory committees have been formed for the following trades: Cane willow, building, furniture, engineering and shipbuilding, tailoring, boot and shoe repairing, boot and shoe manufacture, gold, silver, and jewelry, brush making, printing and kindred trades, paper, paper goods, cinematograph, electricity and substations, and mechanical dentistry. Such committees have been proposed for the electrical industry, the textile trades, and coal mining.

The membership of each trade advisory committee is composed as follows:

(1) A chairman, appointed by the ministry of labor if not agreed upon by the committee.

(2) An equal number of representatives of employers and of workmen.

A representative of the special grants committee, and a representative of the employment department of the ministry of labor attend as consultants.

The duties of these committees are:

(1) To advise on all questions relative to reinstatement of disabled former employees.

(2) To study the possibility of permanent employment of those not previously in trade.

(3) To report on plans of training for the disabled in technical schools or factories, and as to suitable centers for such training.

(4) To advise with regard to rate of wages to be paid to disabled employed in the trade.

#### ADVISORY WAGES BOARDS.

In addition to the trade advisory committees, the ministry of labor has set up advisory wages boards in the principal trades. The functions of these two sorts of committees are quite different.

The trade advisory committees deal with national industries and local committees are expected to investigate local and special industries.

The advisory wages boards deal with rates of wages for disabled men, and furnish authoritative opinion on the rate of wages which each disabled man should have in relation to his physical handicap, the impairment of his efficiency, the current local rate of wages, and any other factors which must be taken into account.

Each board consists of a permanent chairman appointed by the ministry of labor, and a representative of employers and workmen, with not more than three members of the local war pensions committee who are assessors without the right to vote. The clerk of the board is an officer of the ministry of labor. Representatives hold office for a period of not less than 12 months, and the length of service is determined by the ministry of labor.

Advice with reference to a man's earning capacity is given to any employer or workman or to the local war pensions committee or to the secretary of the local war pensions committee with reference to the wage of any workman engaged upon a specific work. In giving advice pensions are not to be considered.

The chairman of the board is usually the chairman of the local court of references. (Pt. 11 of the national insurance act, 1911.)

The board can not enforce its decisions. Its opinion, however, is expected to be final.

#### INQUIRY INTO TRADES.

England has started a systematic inquiry into trades which will be suitable for the disabled. Inquiry blanks and schedules to secure

all information desired relative to occupations, processes, wages, conditions, etc., are to be filled by—

1. Inspectors of technical schools of the board of education.
2. Home office factory inspectors.
3. Officials of the employment department.
4. Selected manufacturers or persons having a detailed knowledge of the trade.

In order to procure data showing the exact nature of each process in relation to the disabled, a schedule is filled for each separate process, not for a trade as a whole. Processes are not investigated which are known to be too hard or too unhealthy; or which can be learned only by beginning as a boy; or which are performed by women under normal labor conditions, or by young people; or in cases where the trade is known to be declining, or seasonal, or to yield under normal conditions a low wage.

The purpose of the inquiry is to find permanent employment for the disabled and to avoid the danger of men taking temporary positions under present abnormal labor conditions.

The corps of commissionaires (headquarters London, branches in large cities) is the largest organization dealing with discharged ex-service men not wishing to take up a skilled trade. All men discharged for wounds who have served in regular forces or auxiliary forces who qualify in health, physique, and education are eligible. Commissionaires are engaged by employers as watchmen, clerks, time and gate keepers, messengers, gymnastic and drill instructors, grooms, boatmen, and porters.

The employment bureaus in connection with hospitals place men as chauffeurs, garage attendants, assistant electricians, elevator operators, repair carpenters on estates, and in other employments. Engineering and chemical industries need men of technical training and there is opportunity of employment for the men in stores, hotels, and shops.

The local committees are furthering employment of the men in every possible way.<sup>1</sup>

Upon discharge the address of the man is sent to the employment exchange in the district to which he is to go.

The further duties of the local committee are briefly indicated in the following paragraph, quoted from Capt. Williams's article, cited above:

After the disabled man's training is completed the local committee is responsible for seeing that he obtains the employment for which he is fitted. In many cases employment follows naturally upon training; employers who take disabled men as apprentices, farmers who train them for agriculture, the ministry of munitions which gives them technical instruction, will generally be able to find them work when the training is completed. In many cases a man has had his job reserved for him by his former employer, or he may find no difficulty in placing himself, owing to his former connections. But there are many other cases where a search for employment has to be made. Then the committee will consult the trade panel already mentioned or see that the labor-exchange officials do their best to find suitable work. Happily there is a natural disposition among employers to help the disabled as much as they can; among all the demands for men made on the labor exchanges by employers between May, 1915, and December, 1916, it was stipulated in no less than 24,635 cases that discharged soldiers and sailors should be given the preference. From other returns for the same period it is clear that hardly any discharged soldiers who had applied through labor exchanges had no work found for them.

<sup>1</sup> From May, 1915, to July 13, 1917, there were 127,300 registrations and 59,400 disabled men placed. At that time there were about 2,800 men waiting for employment.

## FRANCE.

## EARLY EFFORTS FOR REEDUCATION.

In France—as in Belgium and Italy, but in contrast to the system in England—training of disabled men is as far as possible compulsory, and in France and Italy such training ceases when the man is discharged from the army or navy. In some cases, however, difficulty has been experienced in forcing men to take up courses in professional reeducation, except such as are prescribed in the hospital workshop.

It is stated that methods in France “have not yet reached a final form,” a statement which is undoubtedly true also of the methods which have been developed in other belligerent countries. Nevertheless, in France considerable progress has been made in the development of a central agency of coordination in the work of reeducation and placement of disabled men.

Very early in the war public and private agencies undertook to provide training for disabled men, the efforts made to give such training being necessarily, under the conditions, in the nature of spontaneous uncoordinated reactions to a tremendous and unprovided-for emergency. Within the first few weeks of the war thousands of men were wounded and crippled in the fierce campaign to stop the onrush of invaders. These men, unfit for further military service, and in many cases unfit without special training to take up any sort of civil employment, were thrown back upon the community, which, while recognizing its obligation to provide for them, found itself quite unprepared for the task.

France was thus under the immediate necessity of doing the work, without planning how best to do it, and it may be observed that while France has been developing her methods of administration, she has been teaching the art of rehabilitation of disabled men to the world, especially, it should perhaps be added, the art of functional and orthopedic rehabilitation, rather than of vocational reeducation.

The necessities for and the advantages of vocational reeducation are, however, fully recognized in France, although it is admitted that many men who might with advantage to themselves have undertaken a course of vocational reeducation have failed or refused to undertake such a course. In a word, the system of compulsory training seems to have been only partially successful.

Private agencies and societies, municipalities, provincial governments, and the various departments of the Central Government reacted directly and more or less independently to the conditions which had suddenly developed. Definition of function and co-ordination of activities among these diverse agencies is not yet complete.

The first school for training wounded and crippled men was established by the municipality of Lyon in December, 1914. This school provided accommodations for the training of 200 men in various employments. The minister of war paid the school a subsidy of 3.50 francs a day per pupil. Other municipalities established similar schools.

Under the department of commerce courses were organized in technical schools and, under the department of agriculture, in agricultural schools. The department of interior established large training schools especially for reeducation of soldiers and sailors. Disabled men were trained not only for employment, but as teachers to train other disabled men, on the principle that no one better than a mutilé can train a mutilé.<sup>1</sup>

Utilization of all available resources, public and private, characterizes all the work of caring for disabled men in France from the time they enter the hospitals until they are reestablished in some wage-earning employment. All hospitals for active medical and surgical treatment are under the general control of the service de santé of the war department. Some of these hospitals have been established and are supported by private individuals or societies, such as the French Red Cross; some have been established by civilian and some by military authority. Patients in hospitals are given such work as they can do, as a means of hastening their convalescence, and in many hospitals materials, instruments, and instruction are provided by private societies. One society undertakes to find a market for any product turned out. Bags and flares and other products are made for the army by hospital patients. At this light work in the hospital workshops the men, it is said, may earn from 2 to 4 francs a day.<sup>2</sup>

**"OFFICE NATIONAL DES MUTILÉS ET RÉFORMÉS DE LA GUERRE."**

For the return of men to civil employment after their active medical treatment is completed the central agency of coordination in France is now the "office national des mutilés et réformés de la guerre."

This national office was instituted under a joint decree of the minister of war, the minister of the interior, and the minister of labor, under date of March 2, 1916, for the purpose of coordinating the efforts of public and private agencies which were seeking to facilitate the return of men disabled in the war to active civil life under conditions most advantageous for them and for the community.

As has been noted, before the creation of the national office numerous agencies, public and private, had been established for the training and return to wage-earning employment of disabled men. The minister of commerce and the minister of agriculture had estab-

<sup>1</sup> Classification of the centers of vocational education:

1. National Institute, St. Maurice.

2. Centers created by public administration connected with centers of functional reeducation. In order to obtain State subsidy these institutions must submit their proposed budget and program to the national office showing number of trades taught, probable number of pupils, statement of program of instruction, schedule of weekly hours of instruction, equipment, duration of training, probable wages after training, and degree of physical ability necessary for the exercise of trades taught. Vocational schools under jurisdiction of the ministers of agriculture or commerce which organize special courses for the reeducation of the disabled come under this group.

3. Public institution other than occupational schools and not attached to a center of functional readaptation and private institution. These are free as to organization, but must submit program and budget if desiring subsidy. The State subsidy is in proportion to the number of pupils. The granting of a subsidy does not constitute an obligation for partial or for entire renewal. Continuation of the subsidy is conditional upon State supervision. During 1916 the reeducation commission of the national office advised generally upon the repatriation of the subventions to schools. These expenditures are carried by a credit on the budget of the minister of the interior.

<sup>2</sup> The statements regarding French hospitals are summarized from an article by Maj. John L. Todd, in the American Journal of Care for Cripples, September, 1917.

lished sections reserved for the training of invalided men in the technical and agricultural schools under the general direction of these ministries. The minister of the interior had grouped in centers of reeducation, in different regions of France, schools organized especially for the reeducation of disabled soldiers. The minister of war had organized a placement service for invalided men, and proposed to organize sections for vocational reeducation in connection with the hospital centers of physio-therapeutic treatment.

The minister of labor, in a circular issued February 10, 1916, had discussed the advisability of creating special institutions for the employment of crippled soldiers. After setting forth reasons showing the inadvisability of creating such institutions, the circular directed that all public-employment officers should collect all requests for employment made to them by soldiers and should also solicit such requests, and that in cases where possible applicants should be placed in their former occupations and in their former localities. It further directed that if they found soldiers whose industrial ability or physical condition could be improved, the papers of these soldiers should be sent to the central office, which, in cooperation with the bureaus of the minister of war, would send them to institutions for rehabilitation.

The utility of a central office which should undertake to coordinate these divergent and disparate developments and to secure economy of effort and resource without lessening private initiative and enterprise was apparent. Accordingly the national office was created and its composition and functions were generally defined by three joint ministerial decrees dated, respectively, March 2, March 16, and May 11, 1917. Under the terms of these orders the national office was extended to include:

First. The office of centralization and investigations heretofore existing under the minister of war.

Second. The commission to regulate the organization of professional centers for the reeducation of wounded and disabled soldiers heretofore existing under the minister of the interior.

Third. The central office of employment and the public offices of employment connected with the central office heretofore existing under the ministry of labor.

It was also decreed that the office was to be administered by a commission composed of two representatives of the ministers of labor, war, and interior, respectively. The minister of labor was later designated as president of the commission. There was also added a council of employment, in which there were to be representatives of private organizations working for the disabled.

The office<sup>1</sup> comprises:

1. A committee of administration composed of nine members designated by the ministers of labor, war, and interior, which is charged with the duty of collecting information, and of maintaining a constant interrelationship between the various public services which are occupied with the care of disabled men.

2. A reeducation commission originally established by the minister of interior, which advises in technical matters of reeducation, and in the matter of requests for subventions to centers of reeducation.

<sup>1</sup> The following account of the French national office is summarized from a report (Bulletin No. 1, Année 1196) issued by the office covering its work during 1916. In this bulletin the statement is made that "the national office is to be appealed to for its advice on all general measures relating to maimed soldiers, especially on the centralization of information relating to vocational education."

3. A welfare council (council de perfectionment) composed of persons specially qualified by experience, and of representatives of private societies, which is charged with caring for the general welfare of disabled men.

#### PROVINCIAL COMMITTEES.

In a majority of the French Provinces provincial committees for the care of disabled men have been organized to aid the national office. In the Provinces severally the functions of these committees are similar to those of the national office in the country as a whole—namely, to coordinate the work being done in each Province, to insure cooperation between existing agencies, and to encourage the establishment of new agencies as needed. These committees vary in composition from Province to Province, the object being in each Province to associate together those persons who can most surely give efficient aid. In general, the local committee comprises civil and military representatives such as, for the minister of labor, the inspector of labor, and the chief of the provincial office of placement; for the minister of war, a delegate representing the general in command of the subdivision, the local pension officer, and a member of the army health service; and in addition, representatives of agricultural services, of technical and public instruction, of medical societies, of employers' associations, of labor organizations, and of other associations.

#### REHABILITATION.

The stages in the rehabilitation of a disabled soldier in France may be described as follows:

He is sent to a center of readaptation which consists of a physiotherapeutic center, a center of prosthesis and a center of vocational training. The institution is given directions concerning the patient. He selects his own occupation with the advice of the physician in charge and the representative of a departmental committee who is the vocational officer. Before the patient's education is complete the proper employment agency is communicated with. In determining the pension rate no deduction is made for reeducation, skill, or earning power. After the man is placed the national office continues to feel a certain responsibility for him. A patient previously discharged may reapply for vocational education.

There are several classes of institutions for reeducation, among which the following may be noted:

1. Schools with technical shops reserved for the disabled.
2. Combined lodging and boarding houses in which the disabled can be reeducated in special shops or attend regular classes in trade schools.
3. Shops of trade associations organized for use of the disabled according to occupational groups.
4. Individual grants permitting reeducation near residence.

The aim is to shorten the period of reeducation as much as possible, at the same time providing adequate courses. Account is taken of the desire of the men to return to their homes as soon as possible and to regain their personal liberty.



## REGISTER.

The national office maintains a complete register of invalided men, showing for each man his civil and military status, the nature of his disability, his occupation before the war, and his new employment. For collecting these data, the comité d'administration of the national office has prepared schedules of inquiries to be filled out and returned to the office by the proper authorities. By December 31, 1916, 20,000 schedules had been filled out and returned to the office through the agency of the public-health service. Additional names had been secured from the provincial prefects and from the lists of pensioners.

## INQUIRY INTO TRADES.

The office has also instituted inquiries among employers regarding the employment of men injured in industry, with a view to determining what employments are suitable for men with given handicaps. Circulars have been addressed to employers explaining how they can assist in providing employment for disabled men—as, for example, by reserving places in their workshops insuring the disabled man the same position which he held before the war; by installing special machines and equipment adapted to the needs of handicapped men; and by establishing special workshops for teaching (de reapprentissage) old and new trades to such men. These circulars brought into the national office a large number of offers of employment.

## RESERVATION OF EMPLOYMENTS.

To facilitate the placement of invalided men, certain employments were reserved for such men by an act passed April 17, 1916. This act provides that men disabled in the present war shall, during the war and for a period of five years after the termination of the war, be given preference in obtaining appointments in certain public service employments, according to administrative regulations and schedules. The act is based upon an act of March 21, 1905, making similar reservations for invalided men. Under this act three schedules of employments, E, F, and G, in the public service were reserved; E being employments for under officers who had been in the service at least ten years; F, employments for underofficers, brigadiers, and corporals, after four years of service; and G, employments for soldiers after four years of service. According to the law of April 17, 1916, preference is to be exercised so as to favor fathers of large families.

The act provides that an administrative decree, to be issued within three months of the passage of the act, shall determine the necessary measures for the application of the law, enumerate the categories of wounds or infirmities permitting competition for securing any reserved employment, and indicate the manner of securing certificates of professional aptitude, and the conditions under which names of candidates shall be inscribed on special lists, one such list being established for each employment.

Under the act, public services, as well as industrial and commercial enterprises enjoying a concession, a monopoly, or a subvention from the State, from a provincial government, or from a commune, are required to prepare lists of, and to indicate the conditions of access

to employment not reserved which are of such a nature as will permit of their being assigned to soldiers under preferential rights. These lists are promulgated by a decree signed by the minister of war and each interested ministry.

It is provided further that no commercial or industrial enterprise shall in the future obtain from the State, Province, or commune, a concession, monopoly, or subvention, except on condition of reserving by contract a certain number of employments for invalided soldiers.

Soldiers who before their mobilization held one of the reserved employments, are, if their condition permits, reinstated in their old employment, or in another employment in the same service, reserved or not reserved.

The administrative decree provided for in this act was issued July 18, 1916. It provides for detailed reports for each man, including a report by two military doctors, for listing men according to qualifications for employment as well as for the regular notification of vacancies to be filled in the various offices.

#### EMPLOYEE'S LIABILITY IN CASE OF INJURY.

A law enacted November 25, 1916, provides that in case of injury suffered by an invalided soldier or sailor in the course of an employment, the judgment fixing the amount to be paid under the French insurance laws shall determine specifically (1) whether the cause of the accident was exclusively the preexisting injury incurred in war service, and (2) whether the permanent reduction in capacity resulting from the accident was increased by the preexisting war infirmity, and in what proportion. In the first case the employer is relieved of all charges on account of the accident, and in the second case of a proportion of the charges equal to the aggravation as determined in the judgment. These charges lifted from the individual employer are paid out of a special fund maintained by a tax levied annually upon employers and insurance organizations.

#### CANADA.

##### MILITARY HOSPITALS COMMISSION.

There appears to be no statute enacted by the Canadian Parliament dealing with vocational education of disabled veterans of the war. There are, however, several orders in council containing provisions in regard to this subject.

By order 341, approved June 30, 1915, the hospital commission was appointed for the purpose of providing hospital accommodations and convalescent homes in Canada for officers and men of the Canadian expeditionary force who returned invalided from the front. By the order the commission was empowered to incur and authorize expenditures connected with the treatment and care of the sick and wounded as well as with the organization and administration of hospitals and homes. Such expenditures are to be charged against the war appropriation vote or against some other special fund set aside by Parliament.

By subsequent order, No. 420, approved October 14, 1915, this commission was abolished and in lieu thereof the military hospitals

and convalescent homes commission was established. This latter committee was authorized to select medical and nursing staffs and to recommend to the governor in council an expenditure which it considered necessary for the treatment and care of the wounded; to accept such funds, bequests, and legacies as were devised to it, and to make all expenditures of such bequests, etc., on behalf of the members of the Canadian expeditionary forces for the purpose of carrying out such objects as were decided upon by the commission. It was empowered to deal also with the question of the employment of members of the Canadian expeditionary force on return to Canada, and was authorized to cooperate with provincial governments for the purpose of providing such employment. Any expenditure incurred by the commission under authority of the governor in council is made a charge against the war appropriation vote or any other available appropriation made by Parliament for the purpose.

On April 4, 1916, this order was amended by order No. 692, which added Dr. Shepherd, dean of medicine in the University of McGill, and Mr. Peters, chairman of the Returned Soldiers' Club, to the commission, it having been decided to establish a branch for therapeutic and functional treatments under the direct supervision of a permanent medical authority.

By order No. 880, approved June 29, 1916, a scale was established prescribing the sums to be granted for personal expenses to men undergoing training, provisions being made on a sliding scale, for married men and their dependents and unmarried men having dependents.

The pay provided was to continue for one month after completion of vocational training whether or not employment had been secured. The order establishing the scale refers to the report dated June 17, 1917, made by Hon. Sir James A. Loughheed, president of the military hospitals commission, regarding the vocational training of members of the Canadian expeditionary force. It also states that the duty of the State to provide training for some new occupation for those disabled in war has been recognized by all the nations now at war; that the people of Canada are strongly in favor of suitable provision being made for vocational training for disabled soldiers; that technical schools, agricultural colleges, and other public institutions have agreed to receive disabled men for training; and that many offers have been received from private commercial establishments to provide training and subsequent employment when men have become proficient.

The military hospitals commission upon its organization created as branches central provincial committees. The Province of Ontario by an act of legislature entitled "the soldiers' aid commission act," approved April 27, 1916, confirmed the appointment of the central provincial committee appointed for the Province of Ontario, and declared the committee to be to all intents and purposes legal and valid. This act also provided that the commission, acting as the central provincial committee for the Province of Ontario, in addition to the members of the Canadian expeditionary force, should also aid any member of His Majesty's imperial forces, or the forces of any of the allies who as reservists and while resident in Canada were called upon to serve in the imperial forces or any of the forces of the allies, and who as a result of wounds, disease, or other injuries sustained during the period of enlist-

ment, were unable to pursue their former calling or occupation. By the provisions of the act the committee was authorized to enter into arrangements with the department of education of Ontario or with any educational authority or institution for providing instructions of any kind, including technical and industrial instruction, for any person entitled to receive benefit under the act.

#### PURPOSES AND METHODS OF THE COMMISSION.

The following account of the purposes and methods of the military hospitals commission is taken from an official report:

The military hospitals commission was formed at the instance of the prime minister the Right Hon. Sir Robert L. Borden, P. C., G. C. M. G., by order in council dated June 30, 1915, its powers being extended by order in council dated October 12, 1915. Following are some of the clauses of the commission's charter:

1. That a commission, hereafter to be called the military hospitals and convalescent homes commission, the short title of which shall be the military hospitals commission, be appointed to deal with the provision of hospital accommodation and military convalescent homes in Canada, for officers, noncommissioned officers, and men of the Canadian expeditionary force who return invalided from the front, and for officers, noncommissioned officers, and men invalided while on active service in Canada, Bermuda, or elsewhere.

2. That the commission be empowered to select medical and nursing staffs and to appoint such other personnel as may be needed for the management of hospitals and homes; provided that a general schedule of pay and allowances be submitted for approval by the governor in council.

3. That it be empowered to recommend to the governor in council any expenditure which it may consider necessary for the treatment and care of the sick and wounded, including the purchase of supplies and equipment, or for the organization, administration, and maintenance of hospitals and homes and to expend any moneys for the purposes and to the amount authorized from time to time by the governor in council.

4. That it be empowered to call in the aid of any department of the Federal administration; in particular to use the machinery of the militia department, and where desirable to draw on that department for supplies, stores, and equipment, and to utilize the services of divisional and district staffs.

5. That any expenditure incurred by the commission under the authority of the governor in council be made a charge against the war appropriation vote, or when that ceases to be operative against any other available appropriation made by Parliament for the purpose.

6. That it be empowered to accept such funds, bequests, and legacies as may be given or devised by individuals or corporations or others, with authority, subject to the approval of the governor in council, to make all expenditure and to administer any funds, bequests, or legacies on behalf of such members of the Canadian expeditionary force as in the judgment of the commission may be entitled thereto, and for the purpose of carrying out such objects and purposes as may be determined by the commission.

7. That it be empowered to deal with the question of employment for members of the Canadian expeditionary force on their return to Canada, and to cooperate with provincial governments and others for the purpose of providing employment as may be deemed necessary.

The commission early recognized that its work fell under three main headings:

First. The provision of convalescent hospitals and homes in different parts of the Dominion.

Second. The provision of vocational training for those who, through their disability incurred in active service, would be unable to follow their previous occupations.

Third. The establishment of the necessary machinery for the provision of employment for those who require vocational training and for those who will during and at the conclusion of the war.

The forms on the following pages are used by the Canadian Military Hospitals Commission. Form 156 is used for making a preliminary survey of all men. Form 106 is used for collecting detailed information concerning men appearing to need vocational reeducation.

# 50 VOCATIONAL REHABILITATION OF DISABLED SOLDIERS AND SAILORS.

Form 15a.

## MILITARY HOSPITALS COMMISSION—VOCATIONAL BRANCH.

SURVEY FORM (PRELIMINARY).

M. H. C. File No. ....

1. Name ..... Local file No. ....  
 Address (present).....  
 Address (home) .....  
 Regiment No. .... Rank ..... Battalion, C. E. F. ....  
 Age (last birthday) ..... Birthplace .....  
 If born abroad, date came to Canada ..... Religion .....  
 Nationality of father .....; of mother, ..... Occupation of father .....

2. Single, married, or widower ..... Number of dependents .....  
 (a) Applicant's statement of disability.....  
 .....  
 .....  
 .....  
 (b) Discharged on ..... Date of last medical board ..... Place .....

### 3. EDUCATIONAL HISTORY.

#### Elementary schooling—

Where obtained ..... Kind of school ..... Years .....

(If in more than one place or country, give time, etc., in each.)

Age on leaving ..... Grade or standard on leaving .....

Reason for leaving .....  
 (Needed to earn money; preferred to go to work; no higher school available, etc.)

#### Subsequent education—

NOTE.—State whether (1) high or secondary school, (2) technical or trade school, (3) business college, (4) college or university, (5) evening classes, (6) correspondence school, (7) private study.

(a) Name of school ..... Place .....

Course taken ..... Years ..... Was course completed .....

(b) Name of school ..... Place .....

Course taken ..... Years ..... Was course completed .....

(c) Name of school ..... Place .....

Course taken ..... Years ..... Was course completed .....

(d) Any other education .....

### 4. INDUSTRIAL HISTORY.

(a) Trade or principal occupation ..... How long followed .....

If learned by apprenticeship, or how ..... Average wage per month .....

(b) Trade or occupation at time of enlistment ..... How long followed .....

(c) Details of employment, including (a) and (b):

Occupation.	Employer.	Place.	Period.	Average wage per month.
.....	.....	.....	to.....	.....
.....	.....	.....	to.....	.....
.....	.....	.....	to.....	.....
.....	.....	.....	to.....	.....
.....	.....	.....	to.....	.....
.....	.....	.....	to.....	.....

NOTE.—If "clerk," "warehouseman," "laborer," or other general term, state specific branch.

Date ..... 19..... (Man's signature.)

Interviewed by .....

Form 106.

MILITARY HOSPITALS COMMISSION—VOCATIONAL BRANCH.

SURVEY FORM.

A. General:

M. H. C. File No. ....

1. Name ..... Local file No. ....

Address (present) .....

Address (home) .....

Regiment No. .... Rank ..... Battalion, C. E. F. ....

Age (last birthday)..... Birthplace .....

If born abroad, date came to Canada ..... Religion .....

Nationality of father .....; of mother ..... Occupation of father .....

2. Man's dependents— Name. Date of birth. Age.

Wife .....

Children 1 .....

2 .....

3 .....

4 .....

5 .....

6 .....

Other dependents .....

3. EDUCATIONAL HISTORY.—Elementary schooling—

Where obtained ..... Kind of school ..... Years .....

.....

(If in more than one place or country, give time, etc., in each.)

Age on leaving ..... Grade or standard on leaving .....

Reason for leaving .....

(Needed to earn money; preferred to go to work; no higher school available, etc.)

Subsequent education.

NOTE.—State whether (1) high or secondary school, (2) technical or trade school, (3) business college, (4) college or university, (5) evening classes, (6) correspondence school, (7) private study.

(a) Name of school ..... Place .....

Course taken ..... Years ..... Was course completed .....

(b) Name of school ..... Place .....

Course taken ..... Years ..... Was course completed .....

(c) Name of School ..... Place .....

Course taken ..... Years ..... Was course completed .....

(d) Any other education .....

4. INDUSTRIAL HISTORY.

(a) Trade or principal occupation ..... How long followed .....

If learned by apprenticeship, or how ..... Average wage per month.....

(b) Trade or occupation at time of enlistment ..... How long followed .....

(c) Details of employment including (a) and (b).

Occupation.	Employer.	Place.	Period.	Average wage per month.
.....	.....	.....	to.....	.....
.....	.....	.....	to.....	.....
.....	.....	.....	to.....	.....
.....	.....	.....	to.....	.....
.....	.....	.....	to.....	.....
.....	.....	.....	to.....	.....

NOTE.—If "clerk," "warehouseman," "laborer," or other general term, state specific branch.

Date ..... 19..

Interviewed by ..... (Man's signature.)

## 52 VOCATIONAL REHABILITATION OF DISABLED SOLDIERS AND SAILORS.

### B. Report of vocational officer (reeducation cases):

#### 5. Man's preference for future occupation—

First preference ..... Reason for it .....

Second preference ..... Reason for it .....

#### 6. Personal characteristics—

(A) (a) Recreations ..... (b) Hobbies .....

(c) Favorite reading .....

(d) Habits, as drinking ..... (e) Smoking .....

(B) (a) Personal appearance .....

(b) Manner .....

(C) Intelligence (general capacity). Grade .....

(D) Occupational stability. (a) Grade .....

(b) If candidate is changeable, state type of change .....

(c) Extent of change .....

(d) Cause of change .....

(e) If candidate is changeable, has the vocational officer reasons for thinking that he will become stable ..... (f) If so, what? .....

(E) Disposition. (a) Sociability ..... (b) Has candidate any emotional characteristic that the vocational officer would consider either a business asset or a business handicap? ..... (c) If so, what? .....

(F) (a) Conduct on service ..... (b) Conduct in convalescent home .....

#### 7. Training during convalescence (subjects and results) .....

#### 8. Type of vocations for which ability and aptitude are evident .....

#### 9. Vocational officer's preference and reason for it .....

(a) Is a position available for the man on the completion of his training for the new occupation as recommended? .....

If so, state where and at what rate of pay .....

(b) If no definite position is in view, has the vocational officer satisfied himself that the prospects for employment are good? .....

#### 10. Method and place of training recommended .....

11. Estimated period ..... Tuition fees, \$ ..... Books and materials, \$ .....

Date ....., 19....  
(Vocational officer.)

NOTE.—Sections 6 to 9 are to be regarded as a confidential report of information and impressions obtained by the vocational officer during one or more personal interviews with the candidate, or from any other sources. The information asked for in section 6, subsections (A) to (E) is to be given in terms named in the confidential instructions issued for the guidance of vocational officers.

C. Report of special medical officer:

12. Last medical board held at ....., on ....., 19....

NOTE.—If any medical boards have been held since the one at discharge depot on arrival in Canada, a copy of the last board must be sent with survey form to head office M. H. C.

13. (a) Nature of disability .....

(b) Nature of wound or affection from which disability resulted .....

(c) Date of origin ..... (d) Place of origin .....

14. Present physical condition .....

(This section must be filled in as fully as possible.)

.....  
 .....  
 .....  
 .....  
 .....  
 .....

(a) Height ..... (b) Weight (without overcoat) ..... (c) Girth, chest .....  
 Insp. Exp. Expan.

15. Have any complications developed since the holding of last medical board? .....

If so, what? .....

16. (For amputation cases)—

(a) State nature of amputation, etc. ....

(b) Length of stump ..... (c) Character of stump .....

(d) Power of stump ..... (e) Usefulness of stump .....

(f) What artificial appliances are required? (g) Have any been ordered? .....

(h) Have any been received? ..... (i) Are any being worn? .....

17. (a) Present degree of incapacity (stated in percentages) ..... (b) Probable duration .....

(c) Estimated degree of permanent incapacity .....

NOTE.—In estimating incapacity, the medical officer will follow the instructions issued by the board of pension commissioners.

18. State your reasons why candidate will be unable to follow his former occupation .....

19. (a) Will the disability of the candidate handicap him in his competition with the normal worker in the occupation suggested by vocational officer? .....

(b) If so, state the manner in which his disability will be a handicap .....

20. (a) Will candidate's disability increase his liability to hazards in the occupation suggested by vocational officer? .....

(b) If so, state the hazard and precautions to be observed .....

21. Influence of increasing years. (a) Will candidate be able to carry on as long as the normal worker in the occupation suggested by the vocational officer? .....

(b) If not, how much sooner may he have to give up? .....

(c) State any conditions which, in later life, may develop from the candidate's disability and interfere with his vocational fitness .....

22. (a) Will the candidate's condition demand any special consideration from his employer such as shorter hours, periods of rest, light work, special type of work, or machine, etc? .....

(b) If so, what? .....

23. Remarks .....

Date ....., 19.... Signature .....





## BELGIUM.

By statute enacted October 30, 1915, Belgium constituted a society called "Œuvre du travail des blessés belges." The purpose of the society is to sell at the highest price the objects manufactured by the Belgian wounded soldiers in hospitals, convalescent depots, and professional military schools affiliated with the work, and to use the money thus obtained, together with such other funds as may be received as contributions, for the purchase of raw material to be manufactured by the soldiers and also to provide a fund to be distributed to the soldiers and enable them to establish themselves in business.

## AUSTRALIA.

On May 30, 1916, Australia enacted the Australian soldiers' repatriation fund act. Nothing in this act discloses how the fund referred to has been or is to be obtained, the provisions of the statute being restricted to determining how the fund shall be safeguarded and distributed.

Section 3 provides that the fund shall be invested in and placed under the control of trustees appointed by the act, and section 4 appoints a board of trustees, with the prime minister at its head and prescribes its organization. The trustees are authorized to appoint an executive committee and are charged with three duties: (1) Allocating to various State war councils such money or property as they shall determine; (2) investing in securities such part of fund as is not immediately required for the purposes of the fund; and (3) selling, or otherwise disposing of, any property forming portion of receipts of fund. They are also directed to forward to the prime minister for presentation to Parliament an annual report showing receipts and administration of the funds. The State war councils, to which the trustees are authorized to allot money, are defined in section 2 to mean "in regard to each State a body appointed or authorized by the governor and council of that State as the State war council and approved by the governor general." By section 7 it is decreed that the sums allotted to the State war councils shall be held upon trust to apply such sums, subject to such conditions as may be imposed by the Governor General or the board of trustees, for the assistance of Australian soldiers and their dependents.

## ITALY.

On March 25, 1917, the Italian Government enacted legislation having for its aim the care and help of disabled soldiers. A summary of a digest of this enactment made by Bargoni and Bernacchi is as follows:

1. The statute aims to provide, with the assistance of the State, complete, uniform, and permanent help for disabled soldiers. This purpose is achieved through the agency of a "national committee for protection and help of disabled soldiers" (Opera nazionale per la protezione ed assistenza degli invalidi della guerra.) The committee's headquarters are in Rome, and it is administered by a council of 19 members comprising 2 deputies and 2 senators, elected by the

chamber of deputies and the senate; 12 members nominated by royal decree, recommended by the president of the council of ministers, including delegates from the departments of the interior, war, marine, treasury, industry, and commerce and labor, designated by the ministers of the departments; and representatives of committees for the care of war invalids and public relief and pension societies; an executive committee is elected by the council; the council elects its own president and vice president for terms of two years; it elects annually 4 members who, with the president and vice president, constitute the executive committee.

2. The act applies to all disabled soldiers, before and after discharge, and to others discharged according to Italian military pension laws.

3. It provides (a) medical, orthopedic, and prosthetic assistance not provided by military authorities; (b) financial assistance in special cases; (c) social assistance by primary technical education or by reeducation; (d) suitable situations; (e) legal and medical help when needed; (f) every kind of assistance, protection, and control needed.

4. The work of this committee depends upon the cooperation of every public and private institution or organization for assistance of disabled soldiers.

5. The committee coordinates and completes the work of institutions mentioned in 4, and has right to control their actions.

6. Discharged soldiers continue work in the army, or in a private or public institution, when the doctor declares them fit.

10. The minister of interior will authorize in his annual budget the disbursement of a sum proportionate to needs of the national committee. (The sum of 1,500,000 lire is made available for the year 1916-17. The office is authorized to receive other funds, donations, and subventions.)

12. After completion of medical treatment the soldier is sent to a special institution for a technical reeducation course, lasting, generally, six months. (After six months the national office instead of the military department assumes the expense of a longer period of training.)

17. The cost of temporary or final prosthetic apparatus is borne by military authorities, and repairs are borne by the national committee.

19. Pensions are not affected.

21. Loans for buying land or establishing themselves in business are made to soldiers on security of pensions.

22. Workingmen's insurance societies are obliged to insure disabled soldiers who have gone back to work.

24. The Government is intrusted with the compilation of all statistics relating to disabled soldiers.

The minister of interior must report annually to Parliament upon the work of the national office. It was provided further that within three months of the publication of this law, regulations for its execution and for the functioning of the office should be published in a royal decree.

### SOUTH AFRICA.<sup>1</sup>

South African soldiers disabled in service are given reeducation and curative treatment at the South African Military Hospital in Richmond Park near London. The distance of South Africa, the lack of modern artificial limbs and modern industrial and educational teaching in this country makes rehabilitation in England desirable for the South African soldiers. While they are undergoing treatment at Richmond Park they are on leave from the army and receive allowances from Union funds administered by the high commissioner. Over 90 per cent of the men who are eligible elect reeducation. Such training is voluntary. Training once elected is however under military discipline. Reeducation is begun at the earliest possible stage in convalescence. As soon as the South African soldier reaches the hospital, he is put into one of the following classes: First, those unfit for further active military service; second, those whose fitness is doubtful; and, third, those who will probably become fit on the completion of treatment. Men in these classes are given curative treatment to enable them to return to service as soon as possible. If the medical officer decides that a patient will not be able to return to active service his reeducation is begun at once. The subjects taught include those of general education, bookkeeping, stenography, secretarial work, metal and wood working trades, cinematograph, and electrical and engine work. A boot-making equipment is to be added. As the instruction is given by highly skilled teachers, the work is not only standard in every way but unusual advantages are offered and the men are eager to avail themselves of the opportunities. Several have passed examinations of the London Chamber of Commerce and the National Union of Teachers. If a man's medical treatment is completed and he is discharged from the hospital before he has finished his vocational training, he lives at a hostel erected on the grounds and continues his course until consummated.

Men disabled in operations in Africa are cared for in institutions in the principal centers in the Union. Those who will need artificial appliances are sent to Richmond Park where they can undergo reeducation while waiting for the appliances to be fitted. "Every man, however crippled, who passes through the training, is treated as a valuable asset to the Union, to which he ultimately returns as a soldier."

On discharge the men are entitled to the regular pension rates of the British troops.

### NEWFOUNDLAND.<sup>2</sup>

No special institutions for reeducation have been required in Newfoundland. When any member of the Newfoundland war contingent is disabled, he receives such military hospital treatment, convalescent care and training as is necessary in Great Britain. When he returns to Newfoundland he receives a pension at colonial rates provided by the Newfoundland Government. He finds no difficulty in securing employment and is readily absorbed in the general community.

<sup>1</sup> Recalled to Life No. 2. Page 271.

<sup>2</sup> Condensed from account in Recalled to Life, No. 2. Page 273.

INDIA.<sup>1</sup>

Detailed information of preparation for disabled soldiers in India is not available. Queen Mary's Technical School for Disabled Indian Soldiers has been established in Bombay. It accommodates about 200 and is supported by subscriptions from various Indian funds. Reeducation classes are offering instruction in agriculture, tailoring, carpentering, elementary engineering, and a machine shop is being installed.

Artificial limbs are provided in Bombay, employment bureaus have been established, and relief funds provide for the men and their families.

NEW ZEALAND.<sup>2</sup>

There has been established in New Zealand a special department of the Government to obtain suitable employment for the returned soldier and also, by any other means, to assist in his readaptation to civilian life. As most of the men discharged from the forces up to the present time are those who have been invalided home from the front, it follows that the major activity of the discharged soldiers' information department has been looking out for the welfare of crippled and disabled men.

The New Zealanders have laid special stress on the importance of getting in touch with every single returning man, inquiring regarding his situation, and offering such assistance as is available. To this end arrangements were made for representatives of the department to board each incoming transport, and to obtain in preliminary form from the men themselves the items of information desired for record. Later on this system was further improved through arranging to have the principal data listed by the military authorities on board the transports while still at sea. The information is then completed by the department's officers upon arrival in port, and the cards for the central register are written up without delay.

An important factor in the department's work is the chain of local committees.<sup>3</sup> The personnel of these committees is drawn, almost without exception, from influential citizens who are officers or members of the local patriotic societies. In fact the committees are often subcommittees of these societies, and if not in this relation, are in most intimate touch with them. Knowing the resources and opportunities in their home community, the members of a local committee are able intelligently to advise regarding the course of action in an individual case under discussion.

The man, when first listed, is as yet undischarged and therefore still under the jurisdiction of the defense department. So after advice regarding the home-coming man is forwarded informally to the local patriotic organization, his card is filed in the central register of the returned soldiers' information department under the classification "not ready for action."

<sup>1</sup> Condensed from account in *Recalled to Life*, No. 2. Page 273.

<sup>2</sup> Reprint from publication of the Red Cross Institute for Crippled and Disabled Men.

<sup>3</sup> To date local committees have been established in the following communities throughout the Dominion: Whangarei, Dargaville, Auckland, Hamilton, Cambridge, Thames, Paeroa, Waihi, Te Aroha, Rotorua, Tauranga, Opoitiki, Te Awamutu, Te Kuiti, Taumarunui, Taihape, Marton, Feilding, Palmerston North, Taranaki, Wanganui, Gisborne, Napier, Hastings, Dannevirke, Pahiatua, Wairarapa, Wellington, Blenheim, Nelson, Westport, Greymouth, Hokitika, Christchurch, Ashburton, Timaru, Oamaru, Dunedin, and Southland.

The military authorities notify the department a few days in advance of a man's discharge from the strength, and arrangements are thereupon made to have him personally interviewed. The local police officials are often delegated with the duty of this visit. The interviewer is provided with a blank report to fill out, and with a circular of information to give to the soldier. He is cautioned that the inquiries should be made in a sympathetic spirit, in order that there may be formed a true estimate of the man's needs and merits. The form calls for answers to the following inquiries:

TO BE ANSWERED IN ALL CASES.

1. Name and address of soldier. Is the man of good character? Are his surroundings respectable? Is he living with relatives, or with whom?
2. Is he in good health, or is he still suffering from disease or wounds?
3. Is he fit for employment, and, if so, has he obtained employment, and what are his wages? If he has not, does he desire employment, and, if so, what kind of employment does he wish for?
4. What are his means outside his wages?
5. Has he received assistance from any patriotic society, etc., and, if so, give amounts and dates.
6. Is he receiving full military pay?
7. Have you handed the man the information leaflet inclosed herewith?

TO BE ANSWERED IN CASES OF MEN AT PRESENT INCAPACITATED, BUT LIKELY TO MAKE A GOOD RECOVERY.

8. When is he likely to be sound and well and ready for work?
9. Is he desirous of present employment, and, if so, what work could he undertake?
10. What employment is he desirous of undertaking when restored to health?

TO BE ANSWERED IN CASES OF MEN PERMANENTLY DISABLED BY SICKNESS OR WOUNDS.

11. What is the nature of his disablement?
12. What employment do you think the man is capable of?
13. What are his own ideas on the subject?
14. If unemployable, in what way do you think he could be best assisted?
15. Has he applied for a war pension? If a war pension has been granted, what is the amount?

If the man does not require the department's assistance, please obtain his signature here.

I do not require the department's assistance in obtaining employment.

Any other information which interviewing officer can supply.

(Signature.)

(Date.)

(Signature.)

Very naturally, a considerable number of the men do not require specific assistance. They may have a business or a farm to return to or be in possession of private means. Others are found to be already employed or to have had employment promised them. In such cases the man's record card is transferred to the "disposed of" section of the register.

The records of men who are under curative treatment and are not yet ready for employment are filed temporarily in the "under action" section of the register. Except in instances of systematic neglect to reply to communications, a case is not abandoned until employment shall have been obtained or the office definitely informed that its assistance is not required.

Any inquiries on the part of the men regarding land settlement or pensions are referred to the departments of the Government having these matters under jurisdiction.

Cases where the men have applied for or inquired regarding employment are regarded as active. In seeking positions to meet these demands every possible agency is employed.

The department has conducted a propaganda to secure preference in employment opportunity for returned men. It has communicated with local authorities, patriotic organizations, farmers' unions, and private employers and has found the response, on the whole, extremely favorable. The Government has instructed all the departments that ex-members of the expeditionary force are to be given preference for all vacancies which they are qualified to fill. The local labor offices act on the same principle. In result a great many men have been appointed by the public-service commissioner or secured employment by the branches of the labor department. The railway department has helped to the best of its ability, but has itself been under necessity of providing for its own former employees who have returned disabled from the front.

The man desirous of obtaining employment is instructed to get in touch with the local committee in his home district. The case is then charged against the committee on the record of the department. If necessary, there are sent periodical reminders inquiring regarding progress and advising of any apparently suitable vacancies which have come to the knowledge of the central office. The department communicates to the committees all offers of employment which come to its notice. In the case of new offers it makes an inspection of the cases charged against the committee in the locality where the work is available and telegraphs this committee, directing attention to and men who seem suitable candidates for the vacancies.

The department keeps a double card index of the men awaiting employment. One set of cards is classified according to occupation; a second according to district of residence. Offers of employment are likewise suitably indexed.

A statement indicating the number of candidates for employment in each district is sent out weekly to the local committees. This serves as a check on their number of open cases, and incites friendly rivalry between the committees to keep down the number charged against them.

Up to June 21, 1917, the total number of men who had been registered by the department was 9,070. This number included the general type of invalid as well as the men physically disabled. The cases were subject to the following classification:

Cases disposed of: Placed in employment, returned to military duty, or their old employment, or signed a statement that they do not require the department's assistance.....	7, 298
Cases under action: Department making inquiries on the soldier's behalf or awaiting notice of discharge.....	881
Cases not ready for action: Men recently returned to New Zealand, now convalescing, not ready for employment, or not yet discharged by the military authorities.....	692
Open cases: Men for whom employment is desired.....	199
Total.....	9, 070

The results in an effort to provide special training or reeducation for disabled men have not, on the whole, been encouraging. Although the opportunities are brought systematically to the attention of the men the response has been indifferent. But the work is as yet new, and there are several factors that seem in some degree to account for the situation.

For agricultural training, arrangements have been made with the agricultural department to accept a limited number of men for instruction at the state farms. Among the various branches of farm work are dairying, fruit farming, cropping, poultry raising, bee culture, and market gardening. In scientific training in agricultural and pastoral subjects the authorities of Lincoln College, Wellington, have placed at the disposal of ex-soldiers five scholarships of £20 each, and have agreed to take nonresident pupils at a nominal fee. In deserving cases the returned soldiers' information department is prepared to supplement the scholarship grants by an adequate annual allowance. Few soldiers have taken advantage of the opportunities for agricultural training.

Clerical training for disabled soldiers is being provided free of expense to the Government or the men by the New Zealand Society of Accountants. The subjects covered are those prescribed for the society's bookkeeping examination. The examination fees of pupils prepared to sit at the university examinations in accountancy are also met by the society. In addition to the classroom instruction courses are also given by correspondence for the benefit of men who can not attend in person.

According to the annual report of the returned soldiers' information department, "a considerable number of men have from time to time entered for the classes, but it is understood that with few exceptions the attendance has been desultory and the progress poor, and it has lately been intimated to the department by the secretary that the council of the society is now considering whether it is justified in continuing the expenditure of some hundreds of pounds for such unsatisfactory results. The matter is unquestionably one for very profound regret, the scheme having originally been adopted by the society on its own initiative and promising, as we all hoped, very valuable developments."

For disabled men who can not return to their former occupations there is offered free tuition at various technical schools throughout New Zealand. At the Wellington Technical College, for example, instruction is provided in building construction, painting, decoration, and sign writing, carpentry and joinery, plumbing, machine work, jewelry making, metal work, plastering, and modeling. At other instruction centers there are different curricula. In June, 1917, 69 men were taking training at technical schools.

By arrangement with the Jubilee Institute for the Blind training is provided for men partially or totally blinded at the front.

To remove any possible financial obstacle to men desiring to undertake training, the Government some time ago decided to grant maintenance allowances not in excess of £1 a week, irrespective of pension payments, to men attending classes. These allowances are conditioned only upon approval of the training subject as suitable to the individual case and upon good conduct, regular attendance, and satisfactory progress.



## 62 VOCATIONAL REHABILITATION OF DISABLED SOLDIERS AND SAILORS.

Related to the question of training for men unable to follow their former trade is that of allowing disabled men to accept positions with private employers at rates of pay less than those fixed by current awards or agreements and minimum wage legislation. The subject was taken up by the labor department early in 1916, and under an order in council then approved, 14 under-rate permits prescribing weekly wages of from £2 10s. to £1 15s. have been issued.

The establishment of special educational institutions for war cripples has been urged by various individuals and organizations. The recommendation has elicited from the minister in charge of the returned soldiers' information department the following comment:

During the last few weeks the question of the establishment of special training colleges for disabled men has been urged on the attention of the department. The gentlemen concerned in this movement have shown most praiseworthy interest in the welfare of our returned men, and which, in so far as it manifests a lively interest in our soldiers, must command the sympathy and respect of us all. I gather from the correspondence which has come under my notice that the promoters of the scheme have in mind the provision of training colleges and farms for men still undergoing hospital treatment, and if this is correct the question more properly appertains to the work of the department of public health than to the discharged soldiers' information department. So far as the latter department is concerned, I regret that I can not at present see my way to support a scheme of the character suggested. The small extent to which existing facilities have been availed of would not, in my opinion, justify the large expense which the institution of special training colleges with expensive buildings, apparatus, and staff would involve. I am supported in this view by the attitude taken up by the statutory war pensions committee, which has been established by legislation in the United Kingdom, and which amongst other functions deals with the training and employment of disabled men. In addressing its local committees on this particular subject it urges them to make use as far as possible of existing institutions, specifically mentioning the technical schools, and adds that "as the number of men for whom training is needed will diminish year by year after the war, expenditure on the provision of buildings and apparatus, which will only be required for a temporary period, should be kept within strict limits."

In addition to the foregoing, I doubt whether an institution of the character proposed, involving a considerable measure of control and discipline, would be appreciated by the men for whose benefit it is designed. I am inclined to think that the younger men would before very long find the necessary restraint distasteful and irksome. In this opinion I am supported by the views of a prominent member of the medical profession in New Zealand—one who I may say has had special opportunities of forming an opinion through daily contact with the inmates of one of our large convalescent homes. Speaking on this very subject of a training college for men out of or nearly out of the doctor's hands, he says, "I am a little dubious as to whether the men would be content to remain long under institutional control;" and again, "I feel sure that the feeling of independence from control, impossible in any institution, is an essential factor in any scheme designed to appeal to the average man, and not to the exceptional returned man." I am entirely in accord with these views, and for the reasons given I could not, for the present at any rate, see my way to support the schemes which have been put forward.

While the experience in the matter of training has been disappointing, the results in obtaining employment for disabled men have been unusually successful. The latter may go far to explain the former, especially in view of the great present demand for labor in New Zealand, and the natural desire on the part of the men to get back at once to remunerative and productive occupation.

The amount of pension award, based as it is on medical evidence as to physical condition, is a fair criterion of the extent of disability. A tabulation has been prepared showing the number of men drawing pensions of £1 5s. per week and upward for whom the returned soldiers' information department obtained remunerative employment. As loss of sight in one eye carries with it a pension of £1 per

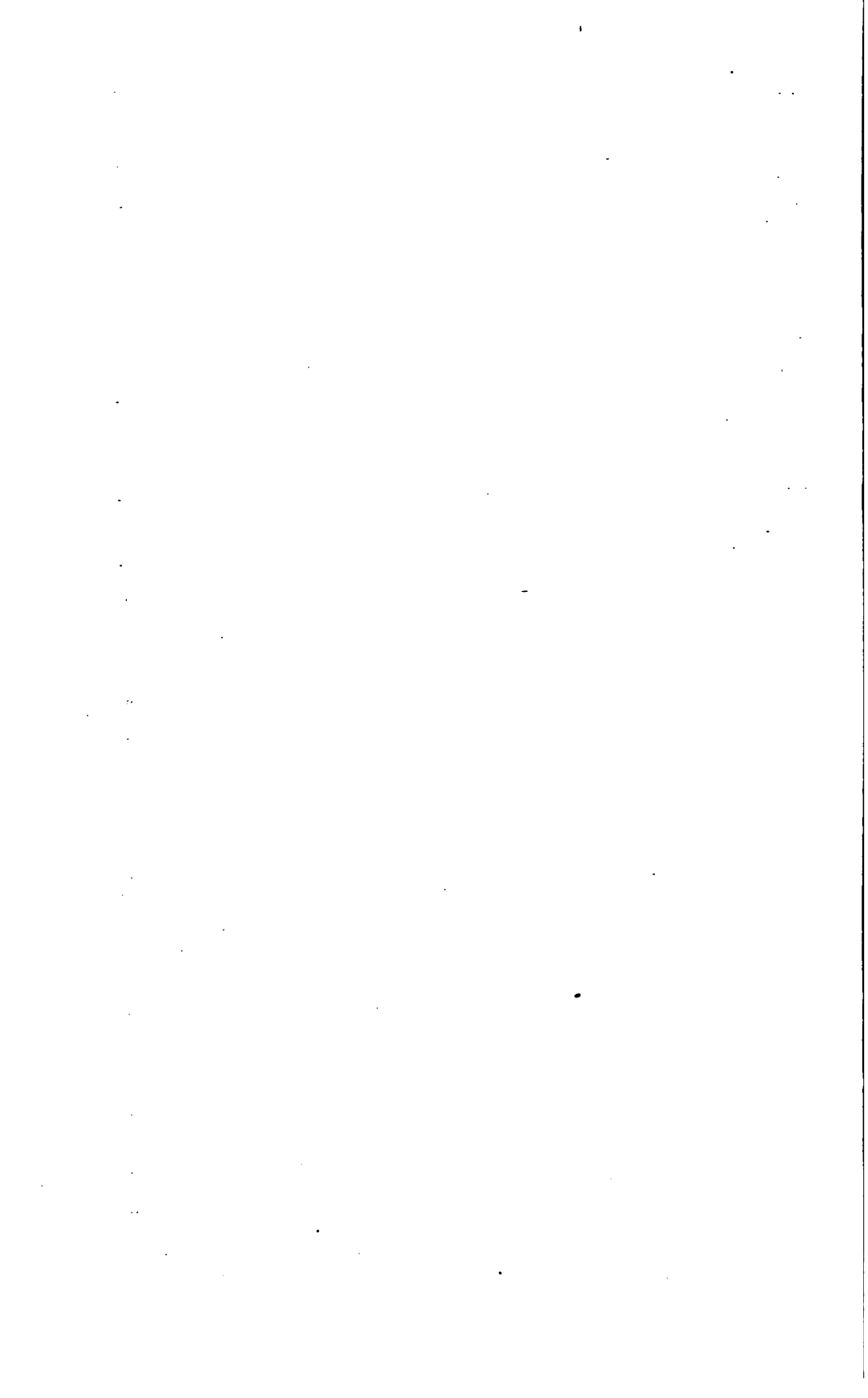
week it is evident that the range of pensions represented in the tabulation embrace only cases of grave disability. A summary of this tabulation gives the following totals:

Weekly pension:	Number of placements.
£1 5s. 0d.....	80
£1 10s. 0d.....	146
£1 15s. 0d.....	47

In some amputation cases the placement results were as follows:

Amputation.	Pension.	Employment.	Amputation.	Pension.	Employment.
	£. s. d.			£. s. d.	
Left thigh...	1 15 0	Artificial limb making.	Left leg.....	1 15 0	Night exchange attend- ant.
Right arm...	1 15 0	Storeman.	Right foot...	1 10 0	Land officer.
Left foot.....	1 15 0	Draftsman.	Leg.....	1 10 0	Mechanic.
Left knee....	1 15 0	Artificial limb making.	Right foot...	1 10 0	Basket maker.
Right arm....	1 15 0	Night watchman.	Left leg.....	1 10 0	Clerical position.
Left arm.....	1 15 0	Fruit farming.	Two fingers..	1 5 0	Messenger.
Right leg....	1 15 0	Clerk.			

To Hon. A. L. Herdman, the minister in charge of the returned soldiers' information department, I am indebted for the information and documentary material on which this memorandum is based.



### PART III.

#### THE SIZE OF THE PROBLEM.

##### SOME FACTORS TO BE TAKEN INTO CONSIDERATION IN ESTIMATING THE NUMBER THAT WILL REQUIRE VOCATIONAL REEDUCATION.

Any estimate of the number of men returning disabled and of the number requiring vocational reeducation must be based upon certain assumptions regarding the duration of the war, the number of men maintained at the front, and the proportion of casualties.

Obviously no forecast of the progress of the war can be made, and, obviously, the ratio of casualties to men mobilized may increase or decrease in the coming years.

In France the ratio of casualties was highest during the opening period of the war, in which the battles of Charleroi and the Marne were fought. In each six months of the years 1915 and 1916 the ratio of casualties to men mobilized in the French Army declined from 2.39 per cent in the first six months of 1915, to 1.68 per cent in the six months following, to 1.47 per cent in the first half of 1916, and to 1.28 per cent in the latter half of that year.

It would be unsafe to assume that this decline in the ratio will continue. It is entirely conceivable that developments and changes during the coming years will produce on the contrary much higher ratios.

It appears that the killed in action and died of wounds have not exceeded one-fifth of the total casualties. Approximately four-fifths, therefore, survive. Some among these recover completely, developing 100 per cent of their former vocational efficiency; some recover partial efficiency in their old employment; some are incapacitated totally for their old employment but are capable of greater or less efficiency in other employments, provided they be given the vocational training required to overcome their specific handicap; some are totally incapable of any sort of vocational training or activity.

It should be borne in mind that, in accordance with present practice in the military hospitals of Europe—as of some hospitals in this country—vocational training begins during the period of convalescence, in a curative workshop attached to the hospital. Such training, described technically as “occupational therapy,” is not reserved for men who will eventually develop vocational capacity insuring economic independence in the competitive labor market. It has become a recognized part of therapeutic treatment. In a report of the military hospitals commission of Canada, made in May, 1917, it is noted that while it had been thought that a majority of the men returned from the war “would require rest and recreation,” it was found, by experience, that what they did in fact require was “active therapeutic and orthopaedic treatment.”

In providing this active treatment along occupational lines the vocational expert cooperates with the physician to achieve the convalescence of the patient. In this field vocational training is given as therapeutic discipline, and is not necessarily, though it should be generally related as far as possible to the subsequent vocational career of the patient.

For some men the vocational training will terminate when they are discharged from the hospital cured. For others the vocational training initiated during convalescence will necessarily be continued after that period, or some new line of training will be initiated. In these cases a longer or shorter period of intensive vocational training will follow convalescence.

When the statement is made that 4, 5, or 10 per cent of the men disabled will require vocational reeducation, the proportion relates to those men disabled for further military service, and returned therefore, to civil employments.

While, however, the proportion requiring vocational reeducation is relative to the number of disabled and invalided men, this proportion itself may be very materially affected by the policy of rehabilitation adopted.

If every sort of training is provided that can be given with material benefit to disabled men, the proportion of cases for vocational reeducation will be much higher than if a policy is adopted of undertaking vocational training only where such training is obviously essential and unavoidable if the man is to acquire any sort of wage-earning capacity. In a word, the proportion of cases for vocational training will be relatively large or small according as the provision for vocational reeducation is ample and complete or partial and special, being restricted in the latter case to a minimum of cases and to a small number of vocations.

Capability for vocational reeducation is in no case an absolute and definite capacity which may be accurately measured with reference to individuals. Most disabled men will be more or less capable of special training and the number actually trained will depend upon the educational facilities created.

A small proportion of the men returned will be totally disabled; incapable, therefore, of benefiting in any degree from any sort of training. A larger proportion, perhaps four-fifths, will be entirely able to reenter their former occupations without any training. Some will be helped materially by systematic reeducation in their old employment to overcome special handicaps, some will require training in absolutely new employments, some—including, for example, men who have contracted tuberculosis, where the former occupation would subject them to unfavorable conditions—may be greatly benefited by training for some other employment in which their handicap will be less serious.

It need not be assumed that conditions will suddenly develop in the United States corresponding to those which now obtain in Europe—in Germany, for example, where it is reported, 500,000 men are constantly under treatment in hospitals, the number of leg amputations alone in 1916 being 16,000; or in France, where according to figures published by the national office for disabled soldiers, 6,000 or 7,000 soldiers are newly pensioned, discharged, or disabled each month; or in any other of the European countries which now

report an aggregate of 13,000,000 wounded and disabled men. But conditions similar to these—which are the immediate consequence of only three years of war, may very well develop in this country if the war continues for another period of three years—and even worse conditions are easily within the range of possibility.

Experience in European belligerent countries during the past three years can not be accepted as establishing, with any considerable degree of certainty, disability ratios for the future in the fighting forces either of these countries themselves, or in the overseas forces of the United States. But higher as well as lower casualty and disability ratios are conceivable, and even with much lower ratios, the problem confronting the United States is sufficiently serious.

Some inferences may be drawn from Canadian experience, always with the reservation that the margin of error in these inferences, so far as regards future developments in the United States, may be very large.

The following table (Table 1), showing the number of disabled men returned to Canada monthly, is reproduced from the report of the Canadian military hospitals commission (May, 1917). It includes only the men whose records had up to March 31, 1917, been analyzed, and it is to be noted, further, that only the more seriously disabled men have been returned to Canada.

TABLE 1.—Number of men returned to Canada by months.

Month.	1915	1916	1917	Month.	1915	1916	1917
January.....	64	150	1,569	August.....	93	509	.....
February.....	(1)	182	868	September.....	226	636	.....
March.....	(1)	343	2,151	October.....	703	1,551	.....
April.....	(1)	396	.....	November.....	977	1,040	.....
May.....	47	476	.....	December.....	228	784	.....
June.....	36	278	.....	No record.....	139	16	.....
July.....	96	268	.....				

Total Jan. 1, 1915, to Mar. 31, 1917..... 13,826.

<sup>1</sup> No record.

In Table 2 these men are classified according to the degree of disability awarded by the medical board at the port of their disembarkation.

TABLE 2.—Returned men classified according to the degree of their disability.

Degree of disability.	Men.	Distribution.	Degree of disability.	Men.	Distribution.
	Number.	Per cent.		Number.	Per cent.
Total men returned.....	13,826	100.00	Disability—Continued.		
Disability:			51-75 per cent.....	927	6.71
0-25 per cent.....	7,418	53.65	79-100 per cent.....	1,975	14.28
26-50 per cent.....	2,923	21.14	No record.....	583	4.23

Recent figures covering Canadian experience are given in the following statement:

Total number returned to date, Oct. 31, 1917, approximate, all classes, including undesirables, etc.	26,000
Total Canadian blind in England and returned	32
Total amputations among men returned:	
Legs	632
Arms	285

In 4,000 cases surveyed recently the number found to be nervous and mental cases was 400, or 10 per cent.

Of these 400—

60 per cent were suffering from nervous troubles	240
25 per cent were mental cases	100
15 per cent were epileptic	60
Number of total insane to date	273
Total number of patients in hospitals, etc.:	
On Mar. 31, 1916	1,305
On Sept. 30, 1916	1,877
On Mar. 31, 1917	4,880
On Oct. 31, 1917	10,199

The number of invalided men on the strength of the Canadian military hospitals commission was 6,515 on May 8, 1917, having increased from 2,365 on December 31, 1916.

In November, 1917, the vocational branch of the commission had interviewed 3,756 cases, had surveyed vocationally 1,766 cases, and had approved courses for 1,452 cases. The number taking current courses of vocational training was approximately 1,200.

The disposition of the cases surveyed was as follows:

Total surveyed	1,766
Pending information	108
Pending result of treatment	30
Noneligible cases	176
Courses approved	1,452

The latest report of Canadian experience<sup>1</sup> states that approximately 10 per cent of the Canadian forces overseas, 29,800 out of 300,000, have been returned as unfit for military service; approximately one-third of these, 9,000 out of the 29,800, being in the hospitals at one time.

Of the men returned unfit for military service, 80 per cent, or four-fifths, return to their former occupations without vocational training or are incapable of such training, and 20 per cent require vocational training. One-half of those requiring vocational training—i. e., 10 per cent of those returned unfit for military service—require complete vocational reeducation, and one-half partial vocational reeducation.

That is to say, Canadian experience to date indicates that with 300,000 men overseas 6,000 men have been returned unfit for military service and requiring complete or partial vocational reeducation. This number does not represent 300,000 men at the front for the whole period of the war, since the number of men at the front has been only gradually brought up to 300,000 during the period of the war, there being comparatively few Canadians in the trenches at the outset.

Accepting these ratios as significant for the over-seas forces of the United States, and assuming that the United States will send over

<sup>1</sup> Report of F. B. Magbuson to Mr. Samuel Insull, State counsel of national defense of Illinois.

1,000,000 men the first year, and will increase its expeditionary force by 1,000,000 each year for the duration of the war, the following deductions are, perhaps, warranted, as forecasting conditions at the close of one year of fighting.

Number of men overseas.....	1, 000, 000
Number of men returned unfit for military service.....	100, 000
Number not requiring vocational reeducation.....	80, 000
Number requiring vocational reeducation:	
Complete.....	10, 000
Partial.....	10, 000

In a word, for each million men overseas it may, perhaps, fairly be expected that 100,000 men will be returned each year, of whom 20,000 will require complete or partial vocational reeducation. This number of men may in fact be in hand to be provided for by the close of the summer campaign of 1918.

But long before the close of activities in the summer of 1918 the return of men will begin, and vocational reeducation must start with the first men sent back, and must be developed as the number of men in hand for training increases. The development of facilities for undertaking vocational reeducation must, in fact, anticipate the return of the men, since adequate provision can not be improvised after the men are actually in hand for training.

As regards numbers to be vocationally reeducated, Canadian experience would appear to indicate 20,000 for the first year, 40,000 additional for the second year, and 60,000 additional for the third year, and aggregate for three years of war of 120,000 men.

Immediate provision should be made for the training during 1918 of at least 20,000 men. In the second year of fighting, on the above assumption, the discharges from the military hospitals will provide each month between 3,000 and 4,000 candidates for vocational training, and in each month of the third year of the fighting approximately 5,000 candidates.

If the vocational training course averages six months per man, the number of men actually in training may be roughly estimated to be 10,000 at the close of one year of fighting, 20,000 at the close of the second year, and 30,000 at the close of the third year.

The training and organization of a staff of teachers for this work will constitute a large factor in the problem of vocational education.

It should be noted, however, that the above calculation is based upon rather meager accounts of Canadian experience, and that proportions as low as 4 or 5 per cent of the disabled men returned have been indicated as the proportion of men requiring vocational reeducation. If this range of estimate is taken into account, the number of men requiring vocational reeducation during the first year of the war may fall as low as 4,000 or 5,000 per million men overseas. But, on the other hand, as has been noted, experience in past years of the war does not necessarily measure the maximum possibility of casualties, nor does it necessarily measure the maximum provision for vocational reeducation either in Canada or in any European country. It is highly probable that in very many instances vocational reeducation has not been undertaken where such training would be of real value to the disabled man, and would in fact be economically advantageous to the community.



In the fiscal year 1916-17 the expenses of the vocational branch of the Canadian hospitals commission, including cost of maintenance of men undergoing reeducation, amounted to \$63,669.99 out of total disbursements by the commission in the same period of \$1,484,048.90.

Maintenance is provided for the men and their dependents during the period of their vocational reeducation.

The following paragraphs, quoted from the report of the Canadian military hospitals commission, indicate briefly the steps which have been taken in Canada for the vocational rehabilitation of returned men, and indicate by inference the dimensions of the problem immediately confronting the United States.

One of the problems taken up in the early stages of the commission's work was the provision of vocational training for the men in the hospitals, and reeducation for those unable to follow their previous occupations after discharge. It was realized that this was a most complex problem. No precedents were available to guide the commission, although it was known that a great deal of work was under way in France along these lines, and reports had been received from Dr. Bourillon and others, but these did not appear to fit the situation in Canada. The director of technical education for Nova Scotia, now vocational officer for the commission for the Maritime Provinces and Quebec, also prepared a valuable report. It was found that vocational training in the hospitals was necessary not only because of its educational value but because of its therapeutic value. Men who are occupied recover more quickly than those who are idle. The disability of a soldier in a hospital naturally preys on his mind and self-pity grows in him. Some men also have the feeling that having suffered for their country they should not be required to exert themselves for their livelihood, but that the country owes them a livelihood. This is only partially true. What the country owes to these men is an opportunity to obtain a livelihood. The problem, therefore, which presented itself was how to raise the disabled again and to alleviate their lot by restoring to them that joy of life which comes from the feeling of renewed capacity to work and of mastery over themselves and their disabilities.

The work was commenced actively by the appointment of a vocational secretary in January, 1916. It was at the beginning largely experimental. One of the first things undertaken, therefore, was a survey, at widely separate parts of Canada, of typical groups of patients in the convalescent hospitals. Amongst other facts ascertained was the cheering one that the proportion of men who were so disabled as not to be able to return to their previous occupations was comparatively small. Since then figures have been obtained from France where this proportion is stated to be less than 1 per cent of the wounded. It is not possible yet to give any definite percentage for the men in Canada, but as only the more seriously disabled have been returned so far, the percentage will probably be higher than that in France, which covers apparently the whole of the wounded.

At the commencement of the work in the hospitals, classes in general subjects were established, in which those who desired to do so might brush up their education or take up new subjects. One of the earliest classes to be opened was for the teaching of English to foreign-born members of the Canadian expeditionary force, of whom a number had been returned. More from a recreative than from the vocational point of view, instruction in the simple work of the arts and crafts was also introduced. This work often involved drafting and led to the installation of apparatus for and instruction in mechanical and architectural drawing. In practically every center the classes in general subjects soon developed a distinct commercial side in which shorthand, typewriting, bookkeeping, and related branches are taught. There is a considerable demand for male help in these lines, and men slightly disabled have been able to qualify for clerical positions in this way. Thanks to the cooperation of the civil-service commissioners, classes to prepare men for civil-service examinations have been organized at several of the principal centers. Examinations were held in September, 1916, when 11 passed; in December, 1916, when 45 passed; and in March, 1917, when 140 passed. These were for the lower-grade inside service. A number of men are preparing for the second-grade examination in May.

The outdoor work, gardening, poultry keeping, etc., has been most successful and is being introduced in every center where the conditions permit. As in the arts and crafts work, the poultry work and gardening are made as practical as possible, the products being sold and the profits applied to the extension of the work and for the benefit of the men engaged in it. In Winnipeg between \$800 and \$900 worth of poul-

try and garden produce was raised by the patients at the local convalescent hospital during last summer. Egg circles have been formed in connection with the poultry classes at several hospitals.

The whole of this work forms part of the daily routine of the hospitals. After breakfast and morning fatigue duties are over, a regular program is followed from 9 to 12.30 and, after dinner, from 2 to 4.15.

\* \* \* \* \*

The question as to what new occupations a disabled man might be trained for is first of all a medical one, though it is largely one for a vocational counselor, a man well versed in a knowledge of the methods of various industries and of the training necessary for those who desire to pursue them. But further, and this is an important consideration, it is an economic question, touching the law of supply and demand. While there are a number of occupations for which it is not difficult to train men, it does not follow that employment can readily be obtained in them. Last, but by no means least, the man's own wishes and desires for his future must be consulted. The question, therefore, is an individual one, and every case is investigated separately. The decision as to the occupation for which an opportunity of being trained is to be offered a man, is made in the light of the medical, technical, economic, and personal factors of his case. The commission has established a complete organization for carrying out examination and for determining what reeducation, if any, should be given to the discharged men.

\* \* \* \* \*

One difficulty with which the commission has been confronted is that of finding suitable instructors. The supply of these men in Canada, skilled in vocational and industrial training, was all too limited before the war. Further, a number have gone overseas, and the commission has found it necessary in several instances to take them from the combatant ranks to serve as instructors at home. Also, and this will probably increase, disabled men are being engaged as instructors whenever available. The commission regards the work of vocational training and reeducation as only in its infancy and there will, undoubtedly, be a considerable development as time goes on and men realize the advantages offered.

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One of the first things recognized by the commission in 1915 was the necessity for the creation of machinery for introducing returned men to employment and a large amount of consideration was given to this problem. It was recognized that this was primarily a provincial matter and it was, therefore decided to request the Government to call an interprovincial conference in order that a definite scheme of organization might be discussed and, if approved, promulgated. At the instance of the president of the commission a report was prepared by the secretary containing certain recommendations for submission to this conference. The report was published as a sessional paper in October, 1915 (No. 35a).



## PART IV.

### OUTLINE FOR AN EXHAUSTIVE STUDY AND REPORT.

#### VOCATIONAL REEDUCATION AND PLACEMENT OF DISABLED SOLDIERS AND SAILORS.

*I. The size of the problem—Approximate number of men returned disabled each year per million men on the firing line.*

- A. Classified according to disabilities.
- B. Classified according to their previous occupations.
- C. Classified provisionally according to their vocational capacities as handicapped men:
  - 1. The number available to enter immediately upon wage-earning occupations without vocational reeducation.
  - 2. Probable numbers to be returned to agriculture, industry, commerce, and the professions—
    - (a) Before vocational reeducation.
    - (b) After vocational reeducation.
  - 3. Probable number unable to compete under normal labor conditions.
  - 4. The totally incapacitated for any vocation.

#### *II. Economic and ethical issues.*

- A. Reasons why vocational rehabilitation of disabled soldiers and sailors should be undertaken.
- B. Public versus private resources.
- C. Public versus private administration.
- D. National versus State administration.
- E. Military versus no military discipline.
- F. Principles underlying cooperation with the States and municipalities.
- G. Principles underlying cooperation with private agencies.
- H. Modifications of national and State laws and of rules and policies of State compensation commissions necessary in order to provide properly for the placing of handicapped men.

#### *III. Finances.*

- A. National appropriation.
  - 1. By Congress.
    - (a) Lump sum.
    - (b) Per capita per man handicapped.
- B. Appropriation by other public agencies.
  - 1. States.
  - 2. Municipalities.
- C. Appropriation by private and semipublic agencies.
  - 1. Red Cross.
  - 2. Private foundations.
  - 3. Individuals.
  - 4. Corporations.
  - 5. Trade-unions.
  - 6. Fraternal organizations.
  - 7. Farmers' unions, granges, etc.
  - 8. Institutions, such as hospitals, schools, etc.
- D. Foreign experience in regard to financing the problem.

*IV. Administrative problems.*

- A. Existing Federal agencies of administration, such as War Department, Navy Department, and Federal Board for Vocational Education.
- B. Possible new agencies.
- C. Extension of period of military service during period of vocational reeducation, or reenlistment for such training.
- D. Discharge from military discipline and supervision after release.
- E. Legislation necessary.

*V. Cooperation.*

- A. Agencies of cooperation.
  - 1. Federal agencies with Federal agencies; e. g., Federal departments, board, or bureau with military authorities as regards registration and personal survey of all men received and discharged and in the provision of therapeutic and other occupations training in convalescent hospitals; Federal board with Departments of Agriculture, Labor, and Commerce with regard to the vocational reeducation of disabled soldiers and sailors.
  - 2. Federal agencies with State agencies; e. g., in vocational reeducation in State schools and institutions and in placement of men vocationally rehabilitated.
  - 3. Federal agencies with municipal agencies; e. g., in vocational reeducation in city schools and institutions and in placement of men vocationally rehabilitated.
  - 4. Federal agencies with semipublic institutions, such as the Red Cross, e. g., in relief work for those unable to compete.
  - 5. Federal agencies with private institutions and foundations, e. g., disposition and treatment of permanently invalided.
  - 6. Federal agencies with social agencies, e. g., in social rehabilitation and follow-up work.
  - 7. Federal agencies with individual employers and corporations, e. g., in providing reeducation and employment for rehabilitated men.
  - 8. Federal agencies with organized employers, such as the National Manufacturers Association, e. g., in adaptation of machinery, devices, and tools, and in the enforcement of the determination of wage boards, etc.
  - 9. Federal agencies with organized employees, such as the American Federation of Labor, e. g., admission of partially disabled men to industrial establishments, both for reeducation and later permanent employment, enforcement of determinations of wage boards, etc.
  - 10. Federal agencies with established schools, e. g., assisting in the preparation of the special type of instructor required, in teacher training, and in vocational reeducation.
  - 11. Federal agencies with established hospitals, e. g., cooperation in occupational therapy and orthopedic treatment.
- B. Foreign experience in cooperation.

*VI. Stages in rehabilitation.*

- A. Functional reeducation, direction of Medical Department.
  - 1. Vocational expert present at functional tests. (See Purposes and results of tests.)
  - 2. Occupational therapy or preparatory vocational reeducation under physician's instructions.
- B. Orthopedic system, direction of Medical Department.
  - 1. Consultation with vocational expert necessary to determine kind, type, and purpose of prosthetic appliance. (See prosthetic appliances, necessity for cooperation of vocational expert.)
  - 2. Occupational therapy or training preparatory to vocational reeducation under physician's instructions.
- C. Vocational education, direction of Vocational Department.
  - 1. Continued coordination with Medical Department as occasioned.
- D. Placement, direction of Vocational Department.
  - 1. Cooperation of manufacturers, trade-unions, etc.
- E. Follow work, direction of social agencies either established by or instructed by and reporting to Vocational Department.

*VII. Curative workshop.*

- A. Vocational expert's advice when tests and choice of prosthetic appliances are being made by physician.
  - 1. Purposes of tests.
    - (a) To determine capacity of the stump for reeducation.
    - (b) To determine the amount of power in the stump by laboratory experiments with the use of arthrodynamometers, ergometric cycle, chirographs, and dynamographs.
    - (c) To determine condition of senses (sight, touch, hearing).
    - (d) To determine condition of heart, lungs, and nerve centers, including test to measure respiratory changes as indicating degree of fatigue.
    - (e) To determine reflexes, speed of reactions, and coordinations.
  - 2. Results of tests
    - (a) Determination of the proportion among the maimed and mutilated capable of reeducation.
    - (b) Vocational expert's advice for many other serious disabilities, often of a medical nature.
- B. Service of vocational expert in occupational therapy.
  - 1. In the selection of appropriate occupational opportunities.
  - 2. In the preparation of courses of instruction.
  - 3. In devising methods of instruction.
  - 4. In the selection of instructors.
- C. Service of vocational expert in instruction or training preparatory to vocational reeducation.
  - 1. In the selection of appropriate courses, both as occupational tests and as preparatory work.
  - 2. In the preparation of courses of instruction.
  - 3. In devising methods of instruction.
  - 4. In the selection of instructors.
- D. Provision for general education.
- E. Relation of curative workshop training to vocational reeducation for new or old occupation selected for a disabled man.

*VIII. Vocational training.*

- A. The direction in consultation with medical department toward an occupation.
- B. Occupational possibilities of types of disabled men in terms of the requirements of—
  - 1. Agricultural occupations.
  - 2. Commercial occupations.
  - 3. Industrial occupations.
  - 4. Nautical occupations.
  - 5. Technical occupations.
  - 6. Professional occupations, etc.
- C. The formulation of courses of instruction for the preparation of disabled men for service in new and old occupations.
- D. Provision for general education.
- E. General improvement classes during convalescence.
- F. Cooperation—
  - 1. With existing trade, technical, agricultural, commercial, and professional and other schools.
  - 2. With commerce, industry, and agriculture.
- G. Provision for further training if such is recommended after a man's military discharge.

*IX. Functioning of the vocational expert.*

- A. With reference to men disabled for service. Able to return to former work or work for which they need no vocational reeducation.
  - 1. Placement, provided former position not open or possible.
- B. With reference to men in need of further medical treatment. Upon discharge will be able to follow former occupation or take up new without vocational reeducation.
  - 1. Occupational therapy.
  - 2. Placement.

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- C. With reference to men in need of no further medical treatment, but unable to follow former occupation and requiring to take up new vocation.
  - 1. Vocational reeducation.
  - 2. Placement.
- D. With reference to men in need of further medical treatment and new vocation.
  - 1. Occupational therapy or training preparatory to vocational reeducation.
  - 2. Vocational reeducation.
  - 3. Placement.
- E. With reference to men in need of permanent medical supervision or unable to compete in any regular vocation. Not totally disabled for special and limited work.
  - 1. Occupational therapy until cured as far as possible.
  - 2. Placement in workshop especially provided for this class.
- F. With reference to men totally disabled for any kind or degree of work.  
(It is considered that this class should be cared for exclusively by the medical department.)

### *X. Placement.*

- A. National central administrative office of placement.
- B. Cooperation of Federal and State employment offices.
- C. Cooperation with private aid for placement.
- D. Cooperation with organized labor.
- E. Cooperation with employers.
- F. Advisory wage agreement boards to provide permanently for handicapped men and reexamine men for efficiency as required.
  - 1. To prevent exploitation of handicapped workers.
  - 2. To prevent failure of handicapped men to compete or retain positions after vocational reeducation.
- G. Reservation of work for specific disabilities in Government offices, factories, and stores.

### *XI. Continuous registration and follow-up work.*

- A. Maintenance of wage agreement.
- B. Provision for unemployed.
- C. Relief.
- D. Maintenance of special workshop for those unable to compete.
- E. Provisions for reenlistments or otherwise for training.
- F. Provision of further medical treatment in military hospitals in recurrent cases.
- G. Social rehabilitation.

## PART V.

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